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ABSTRACT

These proceedings contain twenty-one presentations made at the Second Annual Conference of the Council on the Continuing Education Unit (CEU). The opening speeches--Introduction to the CEU and Future Directions for a Learning Society--are followed by the panel discussion presentation, The CEU: Can It Withstand Scrutiny?, and two respondent speeches: The Case for Evaluating CEU Learning and Recommendations for an Evaluated CEU for Engineers and Scientists. The next seven presentations were made at explorative workshops concerning a quality CEU in--(1) Government (The Participant Action Plan Approach, CEU Uses in Government), (2) the Professions and Associations, (3) Four-Year Colleges and Universities (notes of workshop recorder), (4) Business and Industry--Part I and Part II, notes of workshop recorder), and (5) Two-Year Institutions. Seven additional workshop presentations are entitled Producer/Consumer Perspectives on Quality Assessment in Continuing Education, Auditing CEU Operations: Its Relation to Quality CEU Programming, The CEU in Testing and Training, Testing for Instructional Quality, American Council on Education and the CEU, Personnel Development and the CEU, and Getting Started with the CEU. Introductory remarks, Preliminary Comments Made Before Presentation, by Morris Bressler, precede his closing remarks, entitled Continuing Education Prospects and Choices--A Summary. (YLB)

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THE IMPORTANCE OF QUALITY IN THE CEU

Proceedings of

The Second Annual Conference of the

Council on the Continuing Education Unit

June 12-13, 1980

Hyatt Regency

Memphis, Tennessee

CE 026 684

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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THE SECOND ANNUAL CONFERENCE OF THE COUNCIL ON
THE CONTINUING EDUCATION UNIT

Revised Program

THURSDAY, June 12, 1980

7:45 - 10:00 a.m. .....Registration and Coffee (Gallery and Ballroom Foyer)

8:15 - 9:40 a.m. .....Pre-conference Orientation (Shiloh Room)
An Introduction to the CEU
Chairperson: Adelle F. Robertson
Anita C. Madison
Keith E. Glancy

10:00 - 11:15 a.m. .....Opening Session (Rideway A)
Chairperson: William L. Turner
Welcome: John A. Rhodes, Jr.
"Future Directions for a Learning Society"
Ronald H. Miller

11:15 - 12:15 p.m. .....Panel Discussion
Chairperson: Audrey F. Spector
"The Continuing Education Unit: Can It Withstand Scrutiny?"
Benjamin Shimberg
Respondents: Richard R. Ranta
Henry P. Cole

12:15 - 1:30 p.m. .....Lunch (Ridgeway B)

1:30 - 3:00 p.m. .....Explorative Workshops (Concurrent)

"A QUALITY CEU IN:

I. Government" (Tennessee Room)
Basil S. Deming
Leon Ma[illegible]
Recorder: Gloria Pyne,
Memphis State University

II. Professions and Associations" (Mississippi Rm.)
Jeanette G. Chamberlain
Recorder: William Sherrard,
Memphis VA Medical Center

III. Four Year Colleges and Universities"
(Parlor 104-105)
Milton R. Stern
Recorder: Shelia Owens, Memphis
State University

IV. Business and Industry" (Parlor 106-107)
Jerry A. Anderson
Charles H. Rose
Recorder: Grace Wagner,
University of Tennessee

V. Two Year Institutions" (Ridgeway A)
Barry L. Mellinger
Recorder: Bernie Dusseau,
Memphis State University

3:00 - 3:20 p.m. .....Coffee Break

3:20 - 4:30 p.m. .....Panel Presentation and Discussion by Workshop Respondents (Ridgeway A)

Chairperson: Vincent A. Miller Milton R. Stern
Jerry A. Anderson Barry L. Mellinger
Jeanette G. Chamberlain
Basil S. Deming Leon Met
Charles H. Rose

4:30 - 5:15 p.m. .....CCEU Annual Business Meeting (Ridgeway A)

5:15 - 6:30 p.m. .....Social Hour (Cash Bar) (Shiloh Room/Promenade)

8:30 - 11:00 p.m. .....Monte Carlo Night (Cash Bar) (Ridgeway B)

FRIDAY, June 13, 1980

8:30 - 9:45 a.m. .....Concurrent Workshops

I. Producer/Consumer Perspectives on Quality Assessment in Continuing Education (Shiloh Room)
Paul J. Grogan
Recorder: Russell Discher,
Memphis State University

II. Auditing CEU Operations--Its Relation to Quality CEU Programming (Arkansas Room)
Howard Jordan, Jr.
Recorder: Shelia Owens,
Memphis State University

III. The CEU and Testing in Training (Parlor 104-105)
Carlos Moreno and Glenn Fuller
James R. Deneen
Recorder: Gloria Pyne,
Memphis State University

IV. American Council on Education and the CEU (Tennessee Room)
Jerry Miller
Recorder: Karen Pyne, Memphis State University

V. Personnel Development and the CEU (Mississippi Room)
A. Robert Maurice
Recorder: William Sherrard, Memphis VA Medical Center

8:30 - 11:15 a.m. (offered once only) ..... VI. Getting Started with the CEU (Ridgeway A)
Keith E. Glancy
John W. Enell
Recorder: Mike Carson, Memphis State University

9:45 - 10:00 a.m. .....Coffee Break

10:00 - 11:15 a.m. .....Workshops Repeated

Recorders: I. Karen Pyne, Memphis State University
II. Russell Discher, Memphis State University
III. Mike Carson, Memphis State University
IV. Mike Carson, Memphis State University
V. Gloria Pyne, Memphis State University

11:15 - Noon .....Closing Speech (Ridgeway A)
Chairperson: David A. Lutz
"Continuing Education: Prospects and Choices--A Summary"
Marvin Bressler

Noon .....Concluding Remarks and Announcement
Incoming CCEU President
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INTRODUCTION TO THE CEU

Keith E. Glancy*

The purpose of this session is to review the concept of the CEU, the Criteria and Guidelines, and some of the questions you may have relating to the application and use of the CEU.

To understand the CEU, it is necessary to review how and why the concept was developed. It was the result of an attempt to solve a problem. That problem related to the need to recognize and put on record the educational experiences which were offered as noncredit continuing education, mostly by colleges and universities, but also by some companies and associations. Most of these programs were intensive courses or workshops involving the participants for a period of one to four weeks or even more, long enough to be a significant educational experience.

The group of individuals interested in this problem felt that if such recognition was to be given, it was necessary to have some method of measuring continuing education. No such system existed at that time. They also felt that such a system should be one that could be used nationwide, and that it should use a standard unit that could be recognized readily and could be easily understood. It had

---

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to be a unit that could be recorded easily and provide for the student a permanent record available whenever it was needed.

A little over twelve years ago this group decided the time had come to take action to solve this problem. The question they faced was, "How can you record participation in noncredit continuing education?" The continuing education unit, the CEU, is the result of the deliberations of this group, the National Task Force on the CEU. Their names are listed in the "CEU Criteria and Guidelines." The present Council on the CEU is the direct outgrowth of the National Task Force.

Objectives

The National Task Force, then, started with the primary objective of providing recognition for the individual participant through the use of a standard unit and a permanent record. The permanent record for the individual is still our primary objective. As the CEU was developed, however, two further objectives were added.

The second objective was that a standard unit of measurement should provide uniform information and, therefore, comparable data from year to year as an aid to the educational director in program planning and fiscal management. In other words, the output of a continuing education or training division could be quantified and compared with last year's results. And, goals and budgets could be set and stated realistically in comparable terms for the coming year.

The third objective related to the second. Uniform information based on a standard unit would make possible the collection of data by institution, by state, region, or even on a national basis. Such data can facilitate communication within the field, with the general public, and with our state legislatures and governmental agencies and with Congress. The National Center for Educational Statistics is in the process of making its third sample survey which includes a request for information on the use of the CEU in our institutions of higher education.

Definition

What is the CEU? It is a unit of measurement, a measure of the quantity of participation in continuing education. I emphasize that it is a measure of quantity, but it incorporates many aspects of quality as well.

The CEU is defined as:

> TEN CONTACT HOURS OF PARTICIPATION
> IN AN ORGANIZED CONTINUING EDUCATION EXPERIENCE
> UNDER RESPONSIBLE SPONSORSHIP
> CAPABLE DIRECTION
> AND QUALIFIED INSTRUCTION.

Each of these elements is an essential part of the total definition. Let us look at the parts of this definition more closely.

TEN CONTACT HOURS OF PARTICIPATION. Contact hours refers to hours in the instructional situation. Normally, for the kinds of continuing education most of us sponsor, the clock hour, 60 minutes, will be used. Only in the academic situation where classes are scheduled concurrently with credit classes, that is, on the same schedule and in

the same facilities, will the so-called class hour, the 50-minute hour, be considered appropriate.

Outside preparation and study are not included in this calculation. We are emphasizing "contact" hours. In counting contact hours, only full hours are considered. A program of 12.5 hours will yield 1.2 CEU. The extra half hour is disregarded.

AN ORGANIZED CONTINUING EDUCATION EXPERIENCE. An "organized" activity requires that planning be involved. Good program planning requires the establishment of educational objectives in terms of:

a. The clientele group to be served;

b. The educational needs of this specific group;

c. The subject matter or content, the information or understanding that is to be transmitted.

Representatives of the potential participants--the client group whose educational needs are to be met--must be involved in the planning of the program, along with the technical or subject-matter people and the program coordinator. Most of you probably use this concept of program planning for your conferences and workshops, so this requirement only reaffirms that it is a crucial element in effective program planning.

The word "experience" is used because there are a variety of learning activities and learning formats that may be used to meet the educational objectives. Classes, workshops, and seminars are only the most obvious formats.

RESPONSIBLE SPONSORSHIP. The organization or institution that is sponsoring the activity, that is, the organization that is

awarding the CEU, must have an administrative unit which accepts this responsibility and provides the educational and professional leadership required for the effective planning and operation of the continuing education activity. The sponsor puts its organizational name behind each program.

CAPABLE DIRECTION. This refers to the professional and educational leadership and management of the program. The director or coordinator providing this leadership is responsible for appropriate planning, program goals and objectives, format, methodology, choosing and guiding qualified instructors, and the evaluation of the effectiveness of the program. Without this leadership and administrative control, the program criteria for the CEU cannot be met.

QUALIFIED INSTRUCTION. What is a qualified instructor? The instructor must be competent in the subject matter to be covered, must be able to transmit his knowledge or understanding to the participants, and must understand the objectives which have been established for the program. The guidelines do not demand a specific educational background. Rather, we are concerned with his/her ability to function effectively as a teacher/leader. It also helps if the instructor understands something about adult learning processes and instructional methodology.

Each of these elements has been included in the definition of the CEU because it is an integral part of the total concept of developing an educational experience of sufficient merit to be documented as a significant educational activity on the permanent individual record of each participant.

Let me add one other crucial aspect of the CEU concept. We all know that variety and flexibility are two of the major strengths of noncredit continuing education: variety of format, variety of locations, variety of methodologies, and especially the flexibility to design the content to meet the specific educational needs of our program participants. And we know these needs are constantly changing.

The CEU tries to maintain that variety and flexibility--the ability to respond quickly and effectively to educational needs. The CEU is applied to a program or activity only after the objectives, content, format, and methodology have been determined--only after the program has been planned--not before!

When applied this way, the CEU does not impinge on the freedom that is inherent--the freedom that is absolutely necessary--in the planning and offering of effective noncredit continuing education.

To give some guidance in the selection of programs and activities for which CEUs may be awarded, two sets of criteria have been developed.

The first set is the administrative criteria, those that apply to the sponsor.

The second set is the program criteria, those that apply to the individual program or activity. These criteria are listed on pages 9 and 10 of the "CEU Criteria and Guidelines."

Administrative Criteria

The administrative criteria apply to the sponsoring organization to determine which organizations or institutions are eligible to award CEUs.

The sponsoring organization must have an identifiable educational arm and a designated professional staff, and an ongoing, functional, essentially full-time education program. It must maintain administrative control over each program and must provide for appropriate facilities and materials.

Let me emphasize another criterion--a permanent individual record of participation must be maintained by the sponsoring organization. That record must be made readily available to each participant upon request. That means whether or not the individual remains as a member of your company or institution, or of your association. It means that the record for that individual must be available ten or even twenty years from the time the course was completed and must be provided when the student needs it and requests it.

When an organization is able to meet each of these criteria, it may consider awarding CEUs for individual programs or activities.

Using these criteria, what kinds of institutions or organizations may be able to award CEUs?

1. Colleges and universities
2. Vocational and trade schools
3. Professional and technical societies
4. Government agencies and the armed forces
5. Business, industry, and labor groups

6. Proprietary educational organizations

7. Other institutions or organizations

The "others" may include hospitals and health organizations, religious organizations, voluntary organizations--any organization that has an ongoing continuing education program and can meet the administrative criteria. CEUs, then, can be awarded by a variety of organizations, not only colleges.

Program Criteria

Even when an institution or organization meets the criteria for sponsorship, it does not follow that CEUs will be, or ought to be, awarded for every program or activity on the schedule.

These criteria, then, apply to the selection of the individual program--activity, class, workshop, training session, or seminar.

1. The program must fulfill each of the elements in the definition. As we saw, there are several elements involved in that definition.

2. It must be planned to fulfill a specific educational need. Determining that need requires involvement of your potential participants.

3. The purposes and objectives of the program must be stated. Even the planning group does not agree automatically on what the program objectives ought to be unless they are stated. The participants certainly are in the dark unless the objectives are stated--and that normally means in print on the program announcement.

4. Qualified instructional personnel are directly involved in conducting the educational activity. This criterion emphasizes that we are dealing with a formalized learning situation where there is educational guidance provided for the participant. There must be opportunity for instructional feedback and evaluation as needed.

5. Specific performance requirements for the awarding of CEUs to participants must be established prior to the offering of the program--normally during the planning process. Performance may take the form of completing assignments; passing tests, either written or performance; or submitting papers or projects. You recognize immediately that many noncredit continuing education programs do not have such requirements, and if they do not, then the planning committee may specify that attendance and participation will be used as a basic requirement for the satisfactory completion of the program.

This poses a sticky problem. We do not like to take attendance--and even less when adults are involved--but we must have some basis upon which to award CEUs to each individual. It finally comes down to a hard choice. Is it worth the trouble to check attendance or participation in some way? If not, it probably is not a significant education experience, and CEUs should not be awarded. If it is considered a significant program and should be on the individual's record, then it is worth the trouble to find some way to check participation at appropriate intervals.

6. Evaluation is based on procedures determined during the planning of the program. This evaluation must cover the effectiveness of the program, but it may also include some evaluation of the

performance of the individual participants if the planning group so desires.

7. Also, a permanent record system is mandatory when you award CEUs. Therefore, a system must be designed to obtain the appropriate information for that record and for determining and certifying which individuals have earned CEUs.

Each of these criteria--not just some of them--are to be fulfilled for every program activity for which CEUs are to be awarded. These criteria are the heart of the CEU concept.

Limitations

CEUs are not to be awarded for all kinds of learning or educational activities, so here are some of those that do not meet the criteria:

1. Credit programs - by definition, CEU is for noncredit activities.

2. Orientation - those programs dealing with the internal operations of an organization.

3. Committee or board meetings.

4. Annual meetings and conventions - formalized concurrent educational programs may be evaluated separately.

5. Mass media programs - unless there is an organized instructional backup.

6. Work or life experience.

7. Individual scholarship or self-directed study - instructor/leader involvement is an integral part of the CEU criteria.

8. Organizational activities - for holding offices, presenting or publishing papers, or even just for attendance at meetings. If you feel the need for this kind of recognition for your members, please use some other designation, such as "service units."

And, finally, when and if you are thinking of awarding CEUs for educational activities, we recommend strongly that you read again--and read carefully--the "CEU Criteria and Guidelines." They will be most helpful to you at that point in providing the kinds of answers you need.

The CEU is a tool. It measures noncredit continuing education. If it is used as it should be used, it will be a useful tool. But do not expect more from it than it has been designed to give you. If it is not helpful in your situation, then you should not use it.

May we suggest strongly that when and if you adopt the CEU, you adopt it with deliberate speed. Do not use it until you need to use it. Do not use it until you know for which programs or activities it should be used.

Certification Mark

The certification mark, or logo, of the Council on the CEU is reserved for the use of the Council and for the use of the institutional members of the Council. The institutional members must have been using CEUs in an appropriate manner for a minimum of one year and are required to submit program samples, policy statements, record forms, sample transcripts and other information to the Council for review and evaluation.

FUTURE DIRECTIONS FOR A LEARNING SOCIETY

Ronald H. Miller*

I am delighted to be here today to discuss future directions of a learning society. I am not going to belabor the obvious--there are a lot of adults with potential learning needs.

The majority of adult learners are non-credit students. Many studies in the 1970s indicated that adult learners went to non-school-based providers for formal instruction about three times as often as they went to schools. Since these providers range from churches, synagogues, and government agencies to trade unions and private industry, instructional credit was not the primary objective of the provider. In the past decade, the two-year college has risen to hold the top provider share of adult education participants. During the decade a common currency, the CEU, came along for individual recognition and employers and agencies which required records of non-credit learning activities. The proportion of non-credit learners in formal instructional programs has increased from 1 in 2 to nearly 2 in 3 in the past ten years according to the National Center for Education Statistics (NCES).

NCES has also found that there were 10.154 million registrations in the non-credit continuing-education activities of colleges and universities during the year ending June 30, 1978. There is some

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PARTICIPATION IN ADULT EDUCATION

PROVIDER	1969	1972	1975	1978
TOTAL PARTICIPANTS (IN MILLIONS)	13.0	15.7	17.1	18.2
4-YEAR COLLEGE OR UNIVERSITY	22%	21%	19%	18%
EMPLOYER	17	17	15	14
ELEMENTARY OR SECONDARY SCHOOL	15	14	11	12
COMMUNITY ORGANIZATION	12	13	11	11
2-YEAR COLLEGE OR TECHNICAL-VOCATIONAL INSTITUTE	12	16	18	19
TRADE, VOCATIONAL OR BUSINESS SCHOOL	12	9	9	9
LABOR ORGANIZATION OR PROFESSIONAL ORGANIZATION		6	6	4
PRIVATE INSTRUCTOR	20	6	7	6
GOVERNMENT AGENCY			8	10
CORRESPONDENCE SCHOOL		10	4	-
OTHER			8	10
NOT REPORTED	*	*	*	3

* LESS THAN 1%

SOURCE: NCES (1969, 1972, 1975, 1978)

Credit Objective of Adult Learners 1969-1978

Objective	1969	1972	1975	1978
Eighth Grade Certificate	*	*	*	*
High School Diploma	5%	4%	3%	3%
Certificate or License in Trade or Profession	16%	14%	12%	16%
College or University Undergraduate Degree	28%	20%	15%	12%
College or University Postgraduate Degree	--	11%	10%	6%
None of the Above	50%	49%	60%	63%

* Less than 1%

Source: NCES (1980)

congruence between many of the fields of study by non-credit students and the probable majors of part-time adult degree students. Health professions and business and management are the two biggest fields. Most non-credit continuing education activities are not frivolous, but instead are tied to very real occupational, family, and other practical concerns of everyday living. (Note: Big 3 - Business, Health, Engineering; in non-credit it's Big 4 - Business, Health, History, Fine and Applied Arts.)

The growth rate in non-credit activities from 1968 to 1978 was 80.0 percent, while the number of colleges and universities that offered these activities more than doubled. There was a 14.9 percent increase in non-credit activities between 1976 and 1978. Two-year colleges recorded a 25.3 percent increase in non-credit registrants, while universities (6.3 percent) and other four-year institutions (5.0 percent) had modest increases. Subject areas with substantial increases (10.0 percent or higher) between 1976 and 1978 were the health professions, business and management, fine and applied arts, home economics, developmental activities (remediation, etc.), health technologies, public affairs and services, engineering, and theology. Subject areas with substantial losses (10.0 percent or more) between 1976 and 1978 were education, public service technologies, data processing, natural science, and other technologies.

As most of you know, instructional readiness does not mean adult learners will seek your non-credit program to meet their needs. I have just examined the new Guide to Independent Study Through Correspondence Instruction, 1980-1982 and found that engineering and the

HIGHER EDUCATION ENROLLMENT
BY SUBJECT AREA (1979)

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Subject Area	% Full-time Credit	% Part-time Credit	% Part-time Noncredit
Business, management and related technologies	28%	31%	14%
Health professions and related technologies	14%	19%	15%
Engineering and related technologies	14%	10%	6%
Education	8%	8%	6%
Humanities	8%	6%	6%
Social sciences	6%	9%	6%
Biological and environmental sciences	6%	4%	2%
History, political science, public administration, and law enforcement	5%	4%	10%
Fine and applied arts	4%	6%	10%
Physical sciences	3%	1%	1%
Agriculture	2%	1%	2%
Mathematics and statistics	1%	1%	1%
Home economics	1%	-	7%
Remedial and developmental activities	-	-	6%
Physical education and avocational instruction	-	-	8%
Total Numbers	7,000,000	5,500,000	10,000,000

Sources: Solomon, Gordon, and Ochsner (1979), Calvert (1979), and The Chronicle of Higher Education, January 22, 1979.

Substantial Gains or Losses in Noncredit Activity By Subject Area, 1976-1978

Subject Area	1978 Total (In Thousands)	Percent Change 1976-1978
Health Professions	1,245	+ 69.9%
Business and Management	1,070	+ 33.6%
Fine and Applied Arts	968	+ 38.6%
Home Economics	720	+ 46.3%
Developmental Activities	597	+ 53.5%
Health Technologies	321	+ 14.4%
Public Affairs and Services	318	+ 20.5%
Engineering	247	+ 32.2%
Theology	184	+ 89.2%
Education	556	- 28.4%
Public Service Technologies	232	- 17.3%
Data Processing, Natural Service and Other Technologies	102	- 31.3%

Source: Robert Calvert, Jr. Survey of Noncredit Activities of Colleges and Universities for the Year Ending June 30, 1978 (Early Release). (Washington, D.C.: National Center for Education Statistics, August 6, 1979).

ACTIVITY IN NONCREDIT ADULT INSTRUCTION BY SUBJECT AREA

SUBJECT AREA	% NONCREDIT REGISTRATIONS	% NONCREDIT CORRESPONDENCE COURSES
BUSINESS, MANAGEMENT AND RELATED TECHNOLOGIES	14	18
HEALTH PROFESSIONS AND RELATED TECHNOLOGIES	15	9
ENGINEERING AND RELATED TECHNOLOGIES	6	17
SOCIAL SCIENCES	6	11
EDUCATION	5	4
FINE AND APPLIED ARTS	10	2
HUMANITIES	6	19
BIOLOGICAL AND ENVIRONMENTAL SCIENCES	2	1
HISTORY, POLITICAL SCIENCE, PUBLIC ADMINISTRATION, AND LAW ENFORCEMENT	10	4
MATHEMATICS AND STATISTICS	1	6
PHYSICAL SCIENCES	1	1
AGRICULTURE	2	2
REMEDIAL AND DEVELOPMENTAL ACTIVITIES	6	--
HOME ECONOMICS	7	5
PHYSICAL EDUCATION AND AVOCATIONAL INSTRUCTION	8	1

SOURCES: CALVERT (1979), AND HUNTER (1980).

humanities offerings combined comprise more than one-third of the correspondence courses in the non-credit area, but that only one-eighth of total institutional registrations in all non-credit subjects are in those fields.

While current participation in education by adults spans a wide range of backgrounds, previous educational experiences, and incomes, it tends to be greatest among one broad group: today's adult learners are disproportionately young, white, well-educated, and earning salaries above the national median family income. Adults who are poor, undereducated, unemployed, or elderly do not enjoy equal educational opportunity. In non-credit activities adult learners tend to be older, white, female, and have family incomes of $15,000 or above. The Sunbelt (South and West), not surprisingly, accounts for more than one-half of all non-credit activities.

The future holds great promise for continued growth in non-credit learning. The Future Directions for a Learning Society (FDLS) program at the College Board estimates that non-credit learning activities sponsored by colleges will reach 20 million registrants annually by 2000.

Our national forum on Learning in the American Future found that high future priority areas in adult learning were likely areas for growth in non-credit learning activities. For example, help is needed for workers whose skills are in low demand to make mid-career transitions. Lifelong learning opportunities satisfying individual needs and aspirations are not enough; those opportunities must also be geared to available career opportunities. Functional literacy for the disadvantaged

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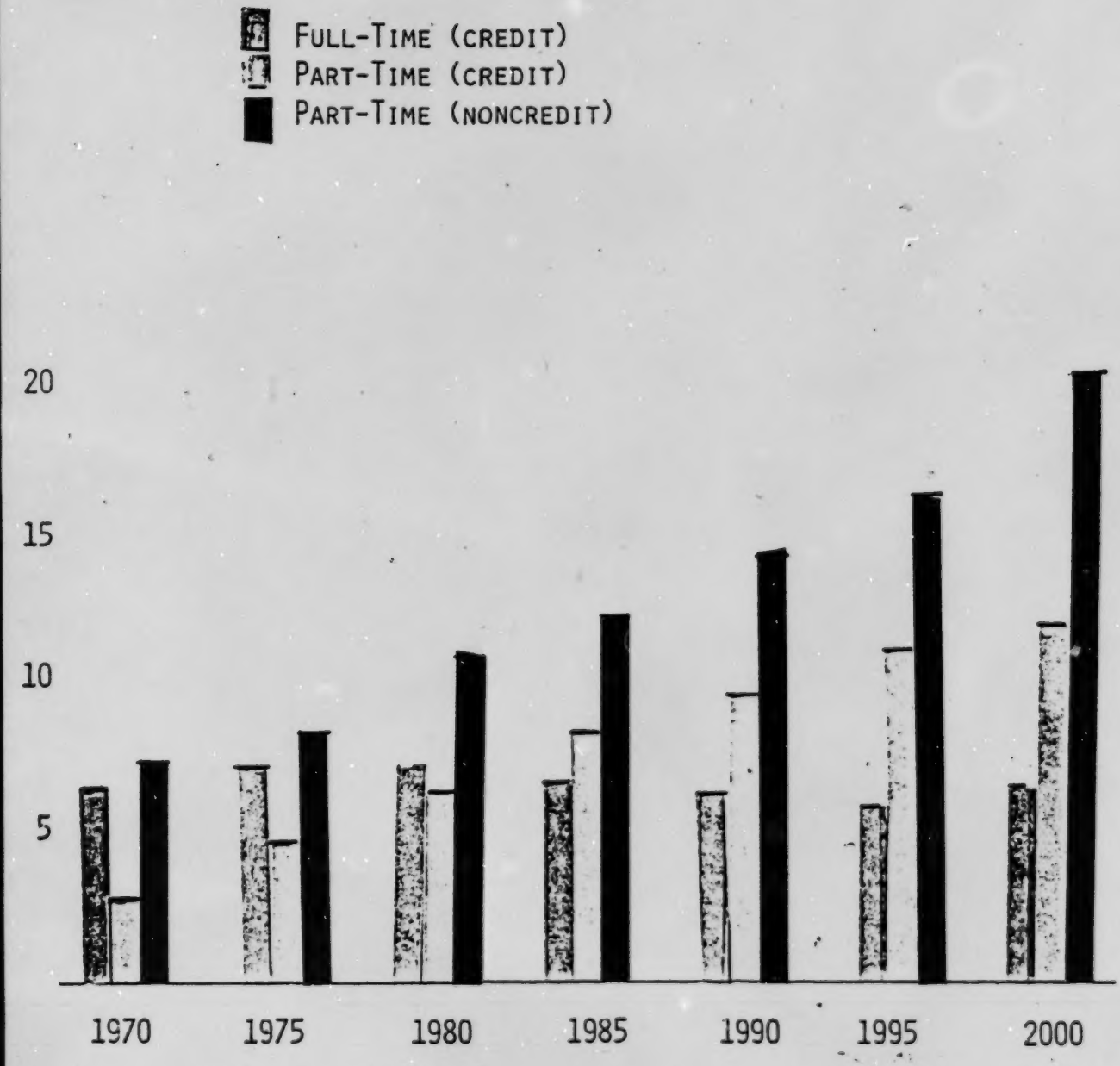
HIGHER EDUCATION ENROLLMENT
1980--2000



SOURCE: NCES, BOWEN, FDLS

Future Priorities for Adult Learning

High

Employment, Counseling, Training
Lifelong Learning
Disadvantaged
Senior Citizens and Aging
Alternative Life Styles
Professionals

Moderate

Media/Learning
Psychological Health
Women, Work and Family
Citizen Participation

Low

Leisure
Financing (aid/exchanges)
Minorities
Military
Religious Values

Source: FDLS National Forum Survey, 1979.

to reduce social dependence and unequal educational and employment opportunities is needed through instructional programs.

The aged will need help in preparing for successful retirement, which in the future will frequently include satisfactory part-time employment. Alternative lifestyles includes the fostering of global cooperation and the reduction of the probability of other crises like Iran. Thus, awareness and understanding of other cultures must be learned through a variety of learning opportunities. Professionals will continue to keep up with current advances in their fields.

Our forum, however, was by no means clear on what change is necessary to provide needed adult learning opportunities over the next twenty years. About half of the panel proposed using the existing delivery system with periodic adaptations, while the other half proposed major reforms and restructuring.

I want to convey three ideas to you which will help foster quality in non-credit instructional programs offered in the future.

The first idea states that adults need a better understanding of themselves for learning to occur. At the Coalition of Adult Education Organization's meeting last week, I heard an adult educator from Thailand who illustrated this concept. Basic health and nutrition information is needed by a segment of the Thai population. To get adults to learn these basic matters the teachers had to approach the issue of why current practices were being used and the advantages and disadvantages of them (for example, eating raw meat). After this step, learning new techniques for health care and nutrition could be

Change Necessary to Provide Needed Adult Learning Opportunities Over the Next Twenty Years

Change	Percent
Reemphasize basics through traditional educational institutions	7%
Maintain the status quo through the present delivery system	2%
Introduce innovations and make periodic adaptations in the delivery system	41%
Institute major reforms in the delivery system	39%
Completely restructure the delivery system	10%
Other	1%

Source: National Forum on Learning in the American Future (1979)

taught as it related to the context of each student. K. Patricia Cross in The Missing Link: Connecting Adult Learners to Learning Resources concludes that in America our state and regional needs surveys have indicated "that there is a need for some kind of self-assessment kit that, used privately or in conjunction with a counselor, would help adults assess their strengths, competencies, and needs for further learning. . . . If adults are to assume responsibility for their learning, then they must be able to assess their programs and to evaluate their needs."

As a result of Dr. Cross' observation, the FDLS program has prepared the initial phases of the Assessment of Self-Knowledge (ASK) program. In the following chart representing the concept of the program, the inner layer of the hexagon represents questions to which an adult may want answers. The middle layer indicates the assessment area to which the question relates. The outer layer suggests the type of materials that will answer the adult's question. For example, if an adult wonders about his or her learning limitations, problem-solving skills will be assessed by means of a self-scoring packet.

The program, as currently proposed, will include a set of materials and instruments which adults can use on their own, in consultation with an advisor, or in a group setting to identify personal abilities, skills, interests, and values. The major objective of ASK is to help individuals make a connection between learning, personal interests and concerns, and work. In the first phase the following activities have occurred: an external advisory committee that includes leaders from various agencies that are part of the lifelong learning

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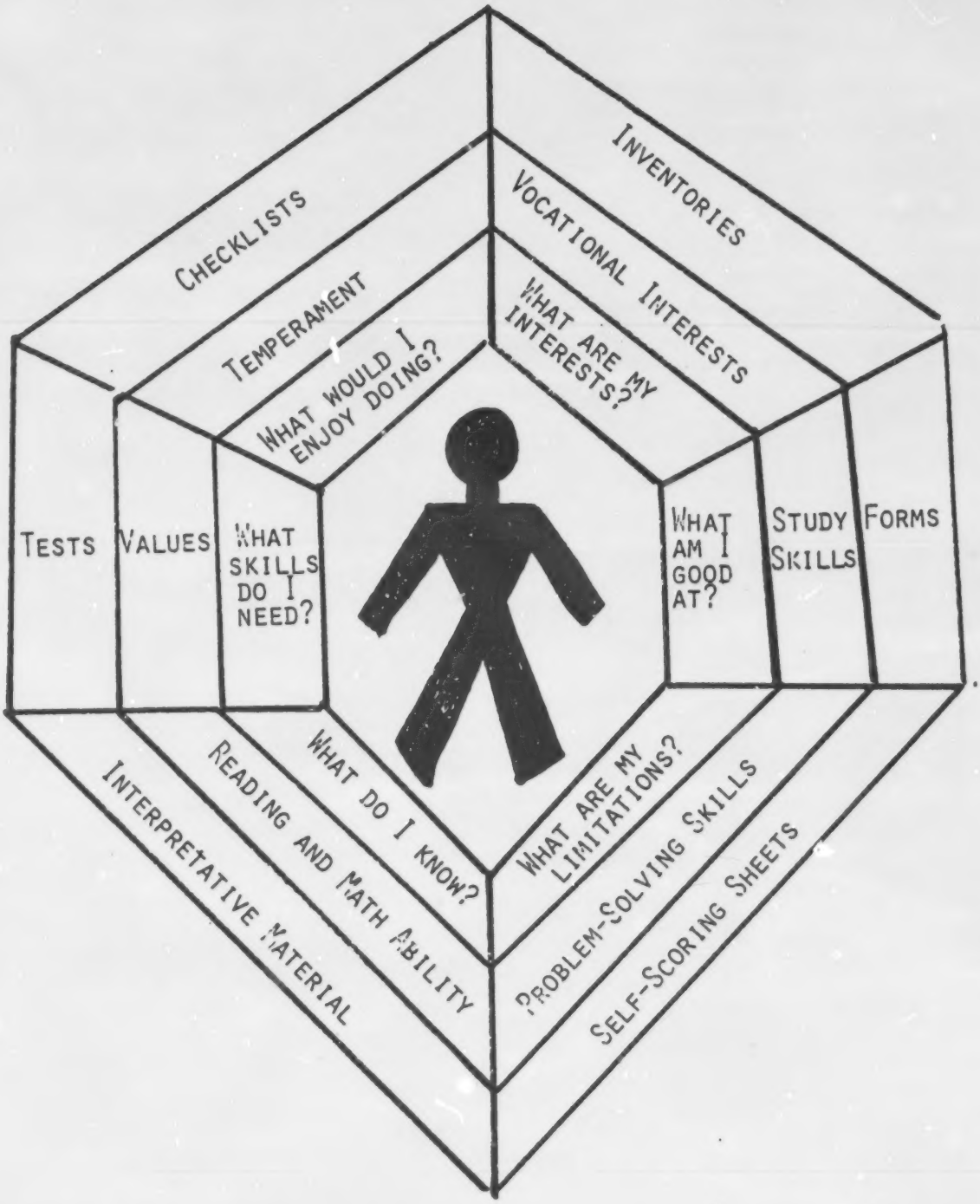
ASK: THE ASSESSMENT OF SELF-KNOWLEDGE



process (i.e., the military, volunteer agencies, community colleges, unions, etc.) has been appointed and has held two meetings; information has been collected to identify potential clients, existing products, and special self-assessment needs of adults; 2,000 agencies that offer adult learning opportunities and career and educational counseling have been surveyed to determine materials currently used and those that are needed; and special focus groups have been utilized to evaluate existing adult guidance and assessment products. As a result of these activities, the following outcomes are expected: (1) an annotated catalog of existing adult assessment products for immediate use as a resource by counselors and adult learners, (2) a network of cooperating institutions and agencies that could be used as ASK pilot sites (which would represent potential delivery sites for the final version of ASK), (3) a program prospectus that includes specifications for ASK, and (4) a prototype module or segment of ASK and one or more layouts of possible formats for the program.

My second idea is that assessing community learning needs is an important component to quality continuing education offerings. This isn't a new idea to you since this assessment is part of the planning process for CEU continuing education programs. At your first annual meeting last June, John Valley reported that the development of criteria for judging the effectiveness of continuing education was the highest research priority. (You were also interested in research for CEU use for employment and career counseling.) The learning needs utilized for the development of the program are also necessary to assess its effectiveness. Needs assessment can be used for a variety of purposes:

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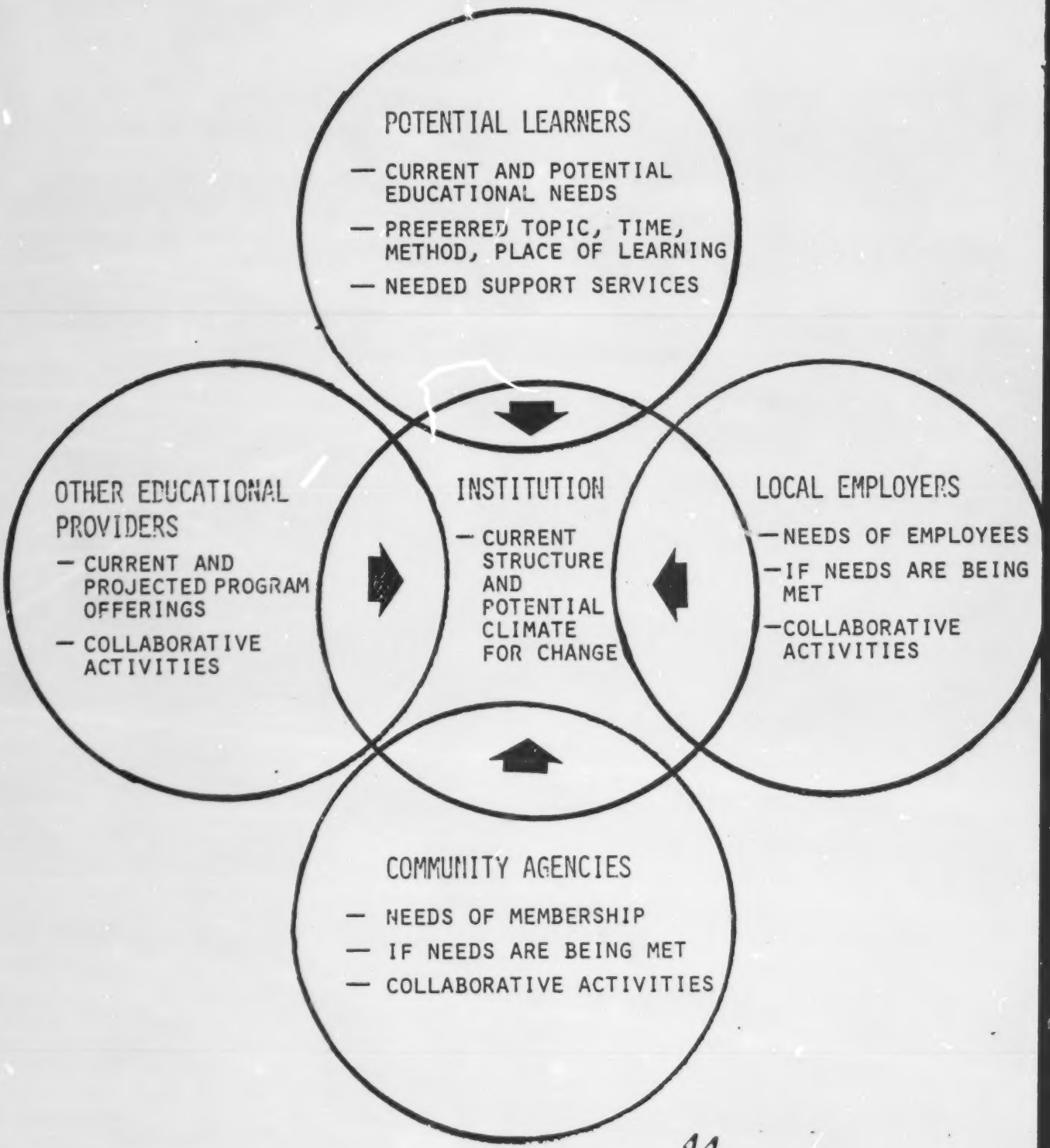
THE NEEDS ASSESSMENT PROCESS


POTENTIAL LEARNERS
— CURRENT AND POTENTIAL EDUCATIONAL NEEDS
— PREFERRED TOPIC, TIME, METHOD, PLACE OF LEARNING
— NEEDED SUPPORT SERVICES
OTHER EDUCATIONAL PROVIDERS
— CURRENT AND PROJECTED PROGRAM OFFERINGS
— COLLABORATIVE ACTIVITIES
INSTITUTION
— CURRENT STRUCTURE AND POTENTIAL CLIMATE FOR CHANGE
LOCAL EMPLOYERS
— NEEDS OF EMPLOYEES
— IF NEEDS ARE BEING MET
— COLLABORATIVE ACTIVITIES
COMMUNITY AGENCIES
— NEEDS OF MEMBERSHIP
— IF NEEDS ARE BEING MET
— COLLABORATIVE ACTIVITIES

-- To analyze how institutional goals relate to the needs of students, supporters, and the community
-- To provide direction in allocating scarce resources
-- To guide the management and use of institutional facilities
-- To provide guidance for the identification, recruitment, selection, and assignment of personnel
-- To increase the size of the student body
-- To forecast demographic patterns
-- To determine the potential for collaborative efforts with other educational providers, community organizations, and employers
-- To guide in the choices among program alternatives
-- To determine the special support services of certain target groups
-- To identify areas for research and development
-- To increase validity, reliability, and accountability in long-range planning
-- To aid in the preparation of planning documents and requests for proposals

The College Board currently is developing a Community and Institutional Needs Assessment Program which will assist post-secondary institutions in assessing the needs of adult learners in their communities, in describing the educational opportunities provided by other institutions and agencies, and in analyzing an institution's capacity for meeting the curriculum and support service needs of adults.

Five instruments have been developed: (1) Community Survey of Adult Learning Needs, (2) Survey of Education and Training Needs of Employees, (3) Survey of Education and Training Needs of Those Served by Community Organizations, (4) Educational Provider Survey, and (5) Institutional Self-Assessment Survey. The system is currently being tested at seven participating institutions. Following the pilot test, the College Board will revise the instruments and prepare a manual for conducting local needs assessments. The Board's major objective is to develop a needs assessment service which it can distribute and jointly conduct with post-secondary institutions nationwide.

The third idea is that mechanisms for assessment of prior learning are important to facilitate quality in continuing education activities. A college can help to ensure high standards of academic quality in prior-learning assessment by utilizing the professional judgment of faculty members in the areas concerned. Glenn A. Goerke in Developing New Adult Clienteles by Recognizing Prior Learning (a New Directions for Experiential Learning sourcebook) has observed that "colleges that offer special degree-credit programs for adult, non-traditional students can expect that adults entering the program will increasingly have CEU-certified records of prior learning in non-credit instruction. Those entrants may well ask that their earlier non-credit learning be evaluated for possible credit." He suggests that an adult with 150 or more CEU units in prior learning probably deserves some mechanism for learning assessment. Goerke proposes that CEU records should be taken only as a measure of total attendance and otherwise disregarded. Assessment should then be made of the adult's

prior learning according to the standards and methods established by the nontraditional program. These could include techniques in any of the assessment systems--the ACE system for noncollegiate courses, the system of credit by examination, the system of assessing experience-based learning for credit, or the system of assessment procedures--used in a competency-based instructional approach. Thus, a college's faculty should become familiar with CEU units and their proper use and limitations as background for their role in assessing prior learning for credit.

FDLS has noticed that learning assessment serves the needs of local business and industry, schools, colleges, and community organizations. These centers can do a variety of things: evaluate results on proficiency examinations, assess a person's portfolio, examine non-collegiate instruction to see if it is worthy of academic credit, verify previously completed collegiate instruction, as well as other assessment and validation services. These centers should be located to serve many institutions in a geographic area. A consortium of collegiate institutions in the greater Philadelphia area has worked in conjunction with FDLS on this concept and is currently implementing it.

In my remaining time, I would like to share with you some initiatives of the FDLS project. For the benefit of anyone unfamiliar with the effort, the Future Directions for a Learning Society program of the College Board has focused, since its inception in the summer of 1977, on adult learners and the institutions which serve them, particularly those in the post-secondary sector. With major funding from The Exxon Education Foundation and with supplemental financial support

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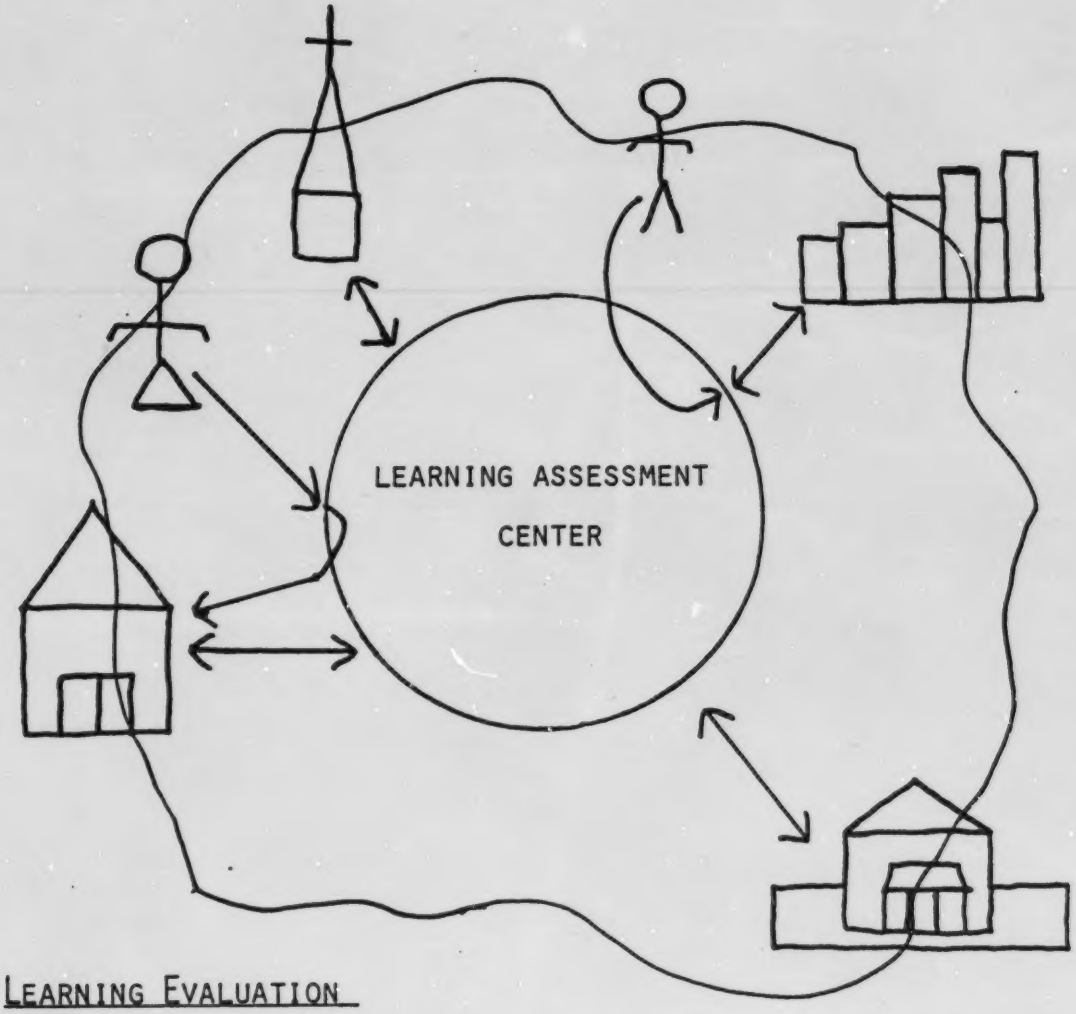
LEARNING ASSESSMENT
CENTER



LEARNING EVALUATION

-EXAMINATIONS (CLEP, OTHER)

-PORTFOLIOS (INDEPENDENT SCHOLARSHIP, COMPETENCY)

-ACCREDITATION OF NON-COLLEGIATE INSTRUCTION (ACE)

-PREVIOUS COLLEGIATE INSTRUCTION

-OTHER ASSESSMENT AND VALIDATION

Future Directions for a Learning Society

The College Board

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Future Directions for a Learning Society Program of the College Board is supported by the Exxon Education Foundation

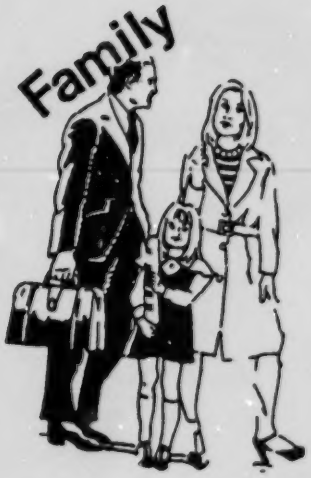
from The Sears-Roebuck Foundation, USOE, FIPSE, and the College Board, FDLS has directed its efforts toward the goals of: (1) advancing knowledge in the field of adult learning; (2) providing information to professionals and the public on adult learning; (3) promoting public policy in regard to lifelong learning; and (4) identifying, designing, and demonstrating new services for adult learners and for providers of educational opportunities. Nearly three years of research, development, and demonstration activities undertaken by FDLS have produced an array of reports, materials, and programs.

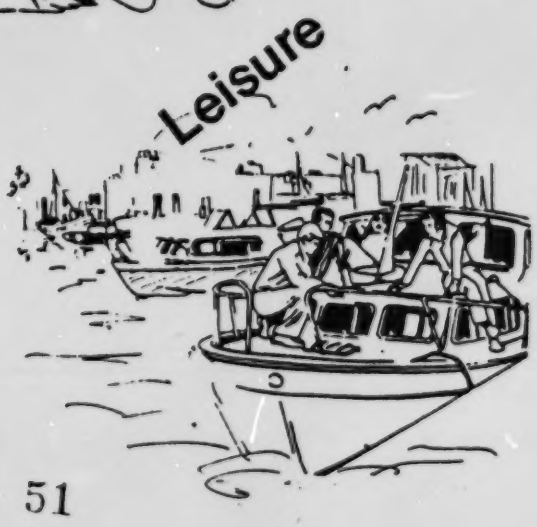
You may recall that my first point on quality was that adults need a better understanding of themselves for learning to occur. Those of us in the business of developing and implementing adult learning programs need to identify the causes of adult learning and to understand its timing. Armed with this knowledge, we could design better programs and market them more effectively. FDLS has conducted a study called Americans in Transition to examine this area.

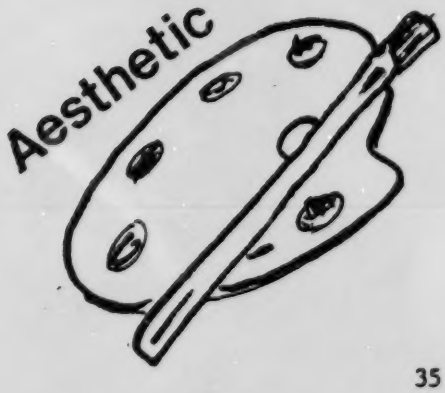
Through face-to-face interviews and telephone conversations with a nationally representative sample of almost 2,000, the learners (50.0 percent of the sample) were asked to explain why they had gone back to school or decided to study on their own.

The overwhelming reason why adults sought some type of learning was a life transition. The life areas in which these transitions occur are career, family, health, religion, citizenship, art, and leisure. Those who did not cite changes in their lives as causing them to learn said they were learning because they found learning satisfying, because it kept them mentally alert, or because they found satisfaction

WHAT CAUSES AN ADULT TO SEEK LEARNING?







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REASONS FOR LEARNING

Life Transitions..... 83%

Other..... 17%

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in possessing learning, among others. Of the 83.0 percent who cited a life transition as causing them to seek learning, 92.0 percent were triggered by career or family events. This is logical because the amount of time allocated to these major life areas is about 90.0 percent.

Most adults learn because they are going through a life transition--moving from one job to another, moving from being a single woman to being a married mother, moving from alien to citizen--and they cannot make the transition successfully unless they learn. For learning to be "relevant" for an adult is for it to be useful in making that transition. The test of the learning is the success of the transition. Adults enter a learning experience in one status and expect to leave it in another. If we can discover ways to measure the effect of learning on the success of the attempted transition, a more powerful method of program evaluation would be available.

We know that more than 40 million Americans are in some state of transition between home, school, and work and that career or family events usually trigger the search for learning opportunities. Development of a career information center (CIC) at your institution for use by these potential learners can help them do more effective career and educational planning and may produce new recruits to your institution. As I have stated earlier, adults have an important need to determine where they currently stand in a number of areas of learning. Therefore, your CIC might provide personal assessment materials in the Assessment of Self-Knowledge (ASK) program which is currently being developed by the College Board. Because of the importance of careers,

STATUS A ➧ STATUS B

Learning

knowledge, skills, attitudes

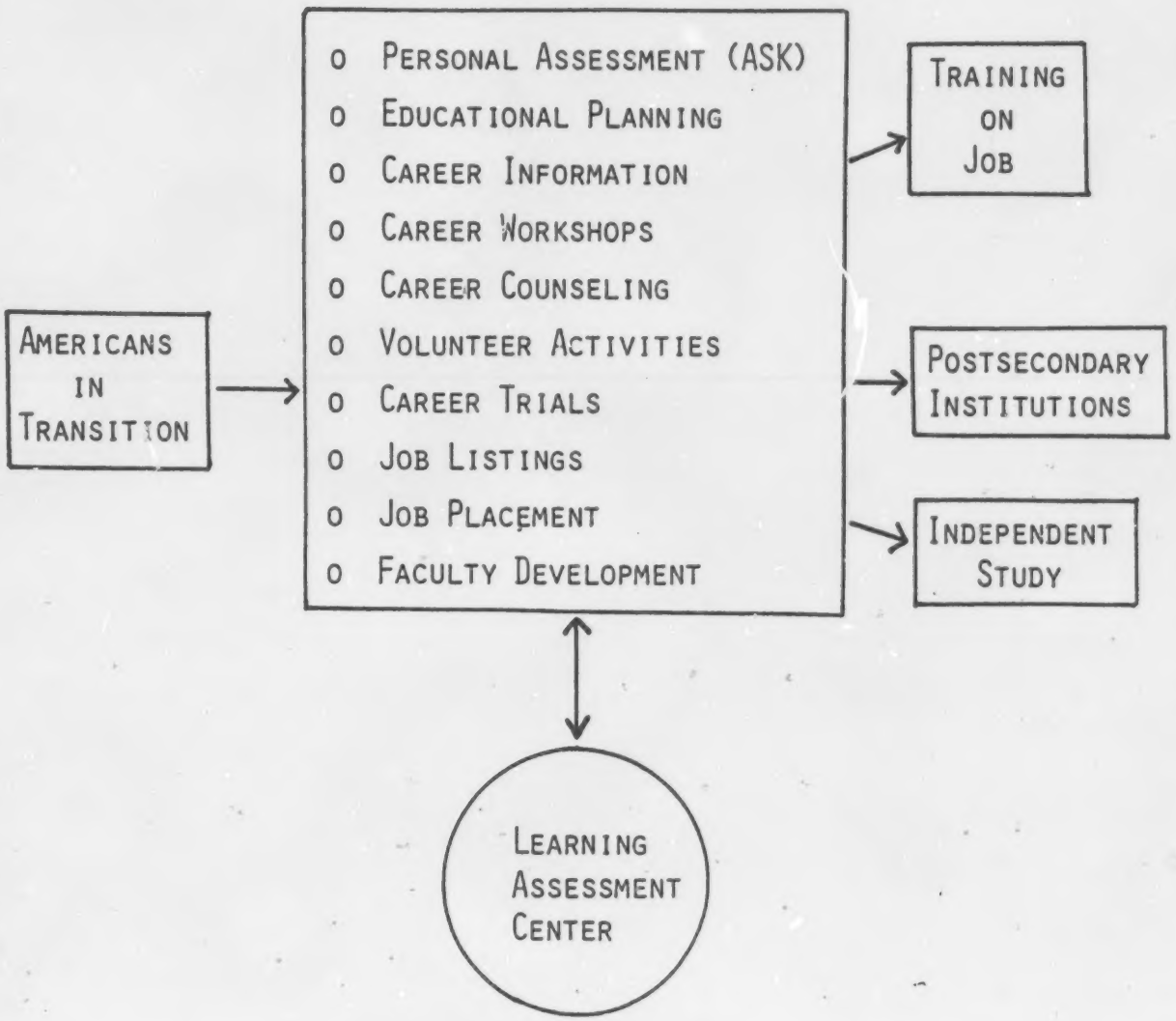
Unemployed ⟶ *Employed*

Job Level 1 ⟶ *Job Level 2*

Employed ⟶ *Retired*

Married ⟶ *Divorced*

CAREER INFORMATION CENTERS



information, workshops, counseling, and career exploration should be provided by your CIC, and you can offer CEUs for them. The center should help people utilize volunteer activities and job listings in the search for new career paths. Job placement functions by the center can also facilitate individual career decision making. Your institution's faculty can develop materials for the center on career patterns in their discipline which can assist adults in developing plans for their own careers. This smorgasbord of services, which can be linked with a learning assessment center, can lead an individual to training on the job, to a course or program of study in a post-secondary institution, or to independent study. The FDLS program has developed a handbook on how you can create one of these centers, Adult Access to Education and New Careers: A Handbook for Action, which draws heavily from the pilot centers established at New York University and Fairfield University.

Expand Your Life: A Pocket Book for Personal Change, by Allen Tough, is a handbook for self-discovery. The book promotes a humanistic exploration of one's enormous inner potential and encourages utilization of the growth opportunities that are readily available. It helps the reader translate future goals and dreams into concrete action and offers guidance on self-understanding, scholarly pursuits, and developing a social consciousness, among others.

My second idea was that assessing community learning needs is an important component to quality continuing education offerings. This assessment also entails the need for top academic administrators to gain the knowledge and tools to manage lifelong education programs.

The College Board in conjunction with Harvard University established the National Institute for the Management of Lifelong Education. The second class for the 10-day institute will meet August 4-15. If you are interested in additional information, please write to the address on the following page for further materials.

College Board member post-secondary institutions indicate that they need help in assessing community learning needs, gaining better linkages with business and labor, and in marketing and market prediction. The College Board presently is establishing a mechanism to provide institutions with needed advisory services.

My third idea was that learning assessment mechanisms are important to facilitate quality in continuing education activities. The area of telecommunications and telecourses for adult learners has begun to receive attention from many providers. A recent study found that more than 60.0 percent of the country's colleges and universities are using TV courses for credit and/or non-credit purposes. The College Board is discussing with various organizations how distance learning can be assessed.

Thank you for allowing me to share some thoughts on the future directions of a learning society.

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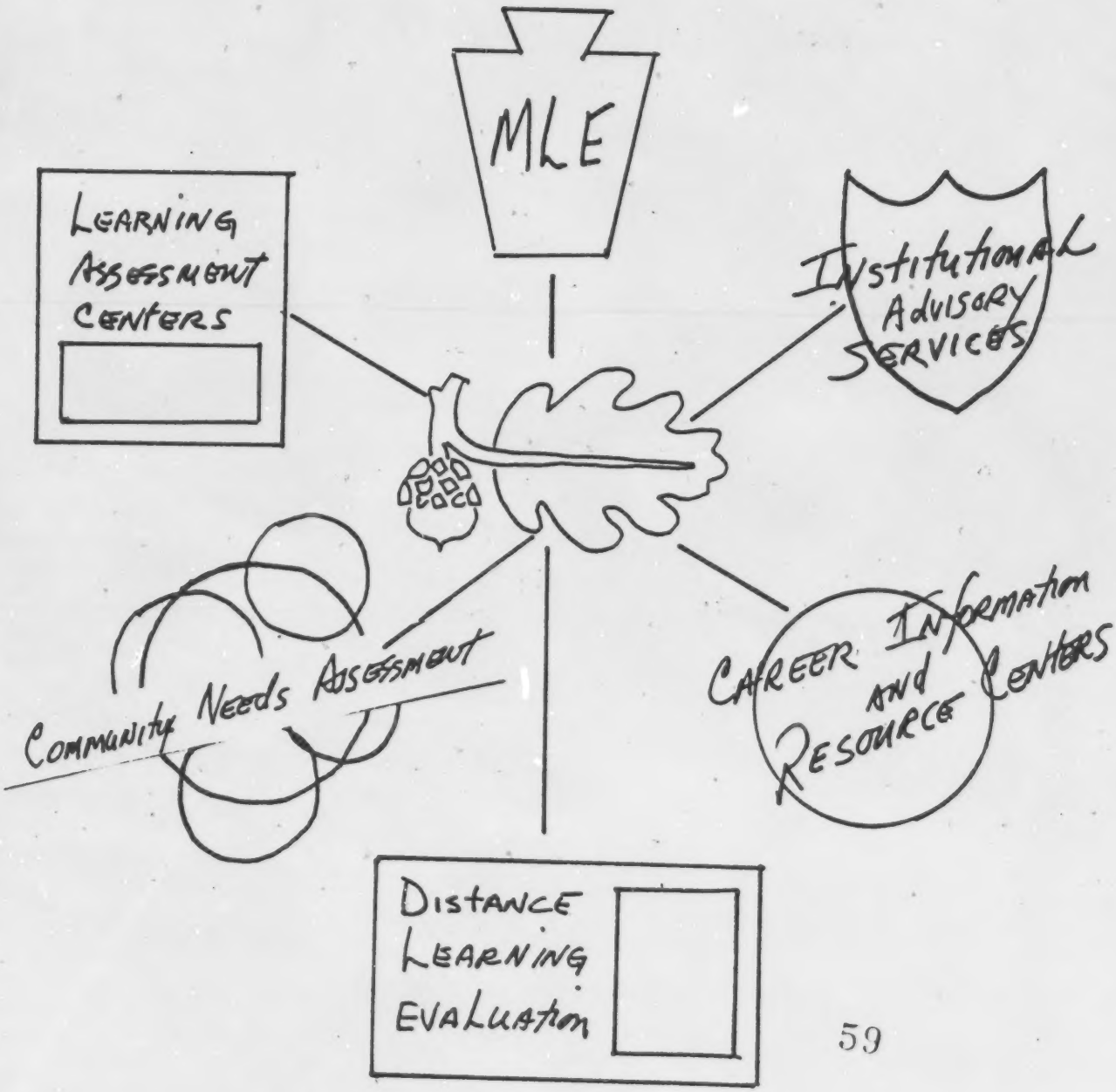
Future Directions for a Learning Society

The College Board

COLLEGE BOARD

INSTITUTIONAL SERVICES



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THE CONTINUING EDUCATION UNIT: CAN IT WITHSTAND SCRUTINY?

Benjamin Shimberg*

Recently, the Wall Street Journal carried an interesting article about a highly respected independent laboratory that suddenly found itself in deep trouble. The laboratory was one of the largest of some two hundred independent laboratories that test the safety of new drugs, cosmetics, food additives, and pesticides. These laboratories exist because, in general, they can run tests more cheaply than the manufacturers, and their findings have an aura of impartiality.

One day a client asked to review the data on certain tests, and the review turned up a real can of worms. Other manufacturers began to ask to check on data pertaining to their products. Eventually, federal agencies became suspicious and launched an investigation. When the dust settled, this highly respected lab was found not only doing haphazard research, but doctoring data as well. The Wall Street Journal writer made the following observation:

> Much more is at stake than the survival of a company. The widening federal investigation raises questions about the quality of all U.S. animal testing, the main basis for human safety judgments about drugs and chemicals.

Now it may seem a little farfetched to link continuing education record keeping with biomedical testing, but there are some parallels that I think bear pondering. Like the drug companies and federal

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*Associate Director, Center for Occupational and Professional Assessment, Educational Testing Service, Princeton, New Jersey.

agencies, users of continuing education records seldom look beyond or beneath the records to find out what the numbers mean and what a score connotes.

The question that I want to raise is really, "Can continuing education records, including the continuing education unit, withstand scrutiny?" Most users of continuing education records, be they employers, licensing agencies, or professional associations, know very little about the processes that underlie the record. They must accept the record on faith. They must have faith that the courses for which the credit was granted are well-planned, up-to-date, and well-taught. They must have faith that the credits reported on the transcript signify that the individual in question achieved the objectives of the course. Were these users able to look beneath the surface, they might sometimes be troubled by what they found. Especially, I think, they would be disturbed by the enormous variability in standard and quality; the lack of uniformity as to what those continuing education credits signify.

As some of you know, my interest in continuing education stems from my work in occupational licensing. For the past ten or twelve years, I have been working in the field of licensing and certification. In the past five or six years there has been a growth of mandatory continuing education as a condition for license renewal. I don't profess to be an expert with respect to the CEU, but I think it is important to see the CEU and others types of record keeping in the context of this newly identified demand for mandatory continuing education credit.

Because licensing agencies have become major users of continuing education records, I would like to share with you some of the insights I have gained and some concerns that have been aroused as I have looked at a variety of continuing education issues very largely from the perspective of (1) legislators who pass laws mandating continuing education; and (2) licensing boards that have to make decisions about what kind of courses will be acceptable for credit.

As most of you are aware, occupational and professional licensing have received a lot of criticism in recent years. One criticism that frequently is heard is that while licensing boards are very zealous about checking the qualifications of applicants at the time of entry, they do little to monitor the competence of practitioners once they have been licensed. It has been suggested that licensing boards ought to periodically reassess the competency of practitioners and renew the licenses only of those people who can demonstrate that they have maintained their competence.

In an effort to address the problem and deal with the issue of continued competence in a way that would be acceptable to the licensed professionals, leaders from a number of the professional associations have proposed and promoted mandatory continuing education as a condition for license renewal. Actually, this was not a very radical idea, because many of the associations already had mandatory continuing education as a condition of membership maintenance. So for those people who were already members of professional associations, the requirement imposed almost no additional burden beyond what they were already doing. By making it a legislative requirement, however, it would have

impact, especially on those professionals who did not already belong to professional associations.

Lobbying by professional groups has been quite successful in getting mandatory continuing education imposed in many fields. In fact, mandatory continuing education laws are now on the statute books of every state. Professor Louis Phillips of Furman University has performed an excellent public service by keeping track of mandatory continuing education in the states. He reports that the groups which have been most active and most successful in getting mandatory continuing education requirements passed in most of the states are CPAs, optometrists, nursing home administrators, physicians, pharmacists, and veterinarians. There are dozens of others, but these are the big six or seven.

The proponents of mandatory continuing education have argued before state legislatures that imposing such requirements would assure the continued competence of practitioners. In their zeal to promote the ideas, some of them may have overstated the case. And, as can be expected when you oversell something, some disenchantment is already setting in. Legislators are having second thoughts about the efficacy of continuing education as a way of assuring the competence of practitioners and the quality of services to the public.

In April of this year the Higher Education Committee of the New York State Assembly declined to report out bills requiring continuing education for optometrists and chiropractors. The chairman of that committee, Assemblyman Mark Siegel, expressed doubts about the benefits to the public of making continuing education mandatory.

In fact, Mr. Siegel said he thought that existing continuing education requirements ought to be subjected to a sunset review; and unless it could be demonstrated that they actually benefit the public, the requirements ought to be repealed.

In 1977, to cite another example, a Regulatory Review Task Force which conducted an in-depth study of 17 regulatory boards in California reached a similar conclusion. The Task Force urged the legislature to repeal mandatory continuing education requirements because it could find no demonstrated relationship between continuing education and continued competency.

In a climate where doubts are being cast on the efficacy of mandatory continuing education, a look beneath the surface to find out what underlies those official looking records might further undermine confidence in the ability of this practice to accomplish what its proponents have promised. One of the things such an investigation would reveal is the lack of anything resembling adequate quality control. State licensing boards, for the most part, have not been able to conduct any meaningful investigations of organizations seeking to provide continuing education courses for credit.

In fairness to boards, we have to recognize that many of them are caught in a bind, not entirely of their own making. Proponents of mandatory continuing education often press for the requirement without, at the same time, seeking the funds needed to implement sound programs. It may have been naivete on their part to think they could impose this in addition to the functions boards were already performing. Perhaps they really thought that the work involved in administering

the continuing education requirement could be absorbed by the existing staff without additional funding; or proponents may have deliberately neglected to tell legislators that the program would involve additional expense, because this might have made it harder to sell them on the idea.

Whatever the reason, we now find continuing education programs in big trouble. The trouble is not yet visible to many people, but if someone goes poking around as they did in the case of those independent laboratories, they might learn some things that would further shake their confidence in the continuing education requirement. They might conclude that one cannot place much confidence in the records used by individuals to satisfy the requirement.

Because of the limitations of staff and resources, many boards and associations have had to rely on very questionable procedures for evaluating continuing education offerings. They have instituted procedures that in some respects resemble the accreditation process, except that they don't involve site visits, self-studies, or many of the other things that provide some clues as to the potential soundness of a program.

Basically, the accreditation, or approval, process that I have been able to observe, as practiced by state boards, usually involves only a review of an application submitted by a would-be provider. The paper review may be all that the board can afford. It may be the best that can be done under the circumstances. However, such paper reviews have serious limitations, especially if there are no resources for follow up and verification. And, if the approval

process is flawed, then everything that follows or that appears on a record may also be flawed. Those who must make judgments about the acceptability of courses face an unenviable job. They are faced with a tremendous diversity of providers, even within their own states. These may range from prestigious medical schools or dental schools in major universities, and extension divisions that have good reputations for providing high quality training, on through community colleges, which, in many cases, may be less well known to them. Then there are the professional associations; employing institutions, such as hospitals; and the entrepreneurial enterprises in the private sector. Some of these entrepreneurial programs provide high quality instruction; others seem to be there just to make a fast buck. For them, quality is secondary. It's not difficult to understand why making sound judgments about such a wide diversity of providers can be a tough job. When providers are within the same state, there is some likelihood of checking them out through informal contacts. One can pick up the telephone and ask some colleague or friend in the community, "What do you know about these people?" "What sort of job are they doing?" "What has your experience been?"

However, practitioners are not required to confine their continuing education activities to their home states. Professionals often attend conferences and workshops in other states. They sign up for programs with which their boards or associations may have little familiarity. So, efforts to extend an already shaky approval process can become extremely hazardous as the paper work load increases and as lines of communication become more tenuous.

Let's face it. Regulatory boards and professional associations were not set up to function as continuing education clearinghouses. Yet that is what they have been forced to become in order to administer their continuing education requirements.

Another factor compounding the problem is multiple licenses and multiple memberships. An individual may be licensed in several states. Many people also hold specialty and sub-specialty credentials. Each organization may have its own requirements. Each decides which courses it will or will not accept. Pity the poor practitioner who wants to be sure that the courses he or she plans to take will be acceptable for credit by these different organizations. Unless some coordination has been established among them, the practitioner must engage in endless correspondence to find out in advance whether the course he or she plans to take will serve these multiple needs. Such correspondence may be a burden on the practitioner, but it is an even greater burden on boards and associations which must cope with an avalanche of inquiries. It should not surprise anyone that, faced with such a problem, practitioners turned to their professional associations for help. These groups have, in many instances, established registries and taken over a variety of functions, such as accreditation and record keeping.

There isn't time to describe in detail how these registries function. The diversity of approaches used is testimony to man's ingenuity and inventiveness. Some of these groups have discovered that for their system to work, they need standards and greater uniformity in the approval process.

The registry of the Council on Dental Education is a case in point. As a condition for participation in this registry, each state board or constituent state society must agree to accept any continuing education credits received from an approved provider in another state. Thus, each state relies on the approval process adopted in other states. Each board and each society has to place its trust in the thoroughness with which the providers in other states have been screened. This has been an act of faith because the states rarely know in detail what criteria or procedures are being used by other states.

Although the mechanics of the dental record keeping system worked quite well, some leaders in the American Dental Association were troubled by the lack of uniform standards in the approval of courses and sponsors. They convened a conference in 1978 to consider a proposal for achieving greater uniformity among states in the approval process. This action was significant because it recognized that in the absence of standards for approval of individual courses, heavy reliance has to be placed on the procedures used to approve providers.

This brings us to the continuing education unit. No matter how often members of the old Task Force or leaders of the Council assert that the continuing education unit does not measure quality nor guarantee learning on the part of participants, recipients and users of the CEU often think of it as more than a record of participation.

In some respects, the CEU has also been oversold. At a conference that I attended last year, I heard a state official explain that in his state the legislature would not allow any state agency to reimburse employees for the expense of attending workshops or taking courses unless the program awarded CEUs. He said with great pride, "That's the only way we can be sure that those who attend really learn something." You see, he was convinced that it was a measure of learning. At the other extreme, there are those who perceive the CEU as connoting mere attendance, not educational attainment.

Despite the efforts by the Task Force to emphasize the need for meaningful evaluation, critics say that the lack of evaluation is the most serious weakness of the CEU. Anyone examining a continuing education record report in terms of CEUs can be reasonably sure that the individual in question was physically present for all or most of the claimed contact hours. The sponsorship of the program that awarded the CEUs is supposed to be responsible. But, who is checking on how responsible the promoters of a given course or program have been? How carefully have they set forth objectives, determined educational formats, or strategies? Instructors may have impeccable academic or professional credentials, but do they possess the skill in communicating effectively with adults?

Sound planning is supposed to include appropriate evaluation, both of the individual participant and of the program itself. Unfortunately, the user of the CEU record seldom has any way of knowing the extent to which the providers sought to assess learning outcomes of those who participated. Was the provider satisfied with merely

taking attendance? Did the provider use a questionnaire to compute a "Happiness Index"? Was a little quiz given at the end of the course? Were participants required to show that they could actually apply the knowledge and skills acquired? Was there a follow up to find out whether participants had actually been able to use what they had learned in their work? There is no way of finding out about the nature or quality of evaluation by looking at the record. All the records for CEUs are pretty much alike. They tell us little about how much learning occurred or whether the objectives of the program were met.

Is this failure to evaluate learning outcomes necessarily a major or fatal weakness of the CEU? I am not prepared to say. For some, continuing education experience evaluations of outcomes in behavioral terms are both practical and feasible. For others, they are not. I am not one who preaches evaluation at any cost. Program sponsors may need greater direction and better models so that they will know under what circumstances evaluation is appropriate and feasible and, therefore, expected. We need to understand in what situations evaluation can contribute to the learning process and to the improvement of instruction.

I hope that the Council will examine such questions, but I do not feel it would be constructive for the Council to get so completely hung up on the evaluation issue that it obscures other, even more fundamental problems. Certainly, one problem that needs to be addressed is standards and how one translates standards into an operating program for quality assurance.

I sense that there are differences of opinion within this Council as to whether the organization should get involved in establishing program criteria and monitoring adherence to those criteria as a condition for awarding the CEU. In a paper entitled The CEU Revisited, Dr. Keith Glancy expressed serious reservations about the Council getting involved in any program of provider approval. He feared that it would stifle new ideas and new programs. He said: "I cannot see how it could work to the advantage of continuing education in this country. We certainly do not want to be any part of such a system."

That's one viewpoint. Another view was expressed by Grover Andrews, Assistant Vice Chancellor for Continuing Education at North Carolina State University. Speaking at a symposium on Power and Conflict in Continuing Education, Dr. Andrews asked, "Who shall be responsible for accreditation in this field? What standards and ethics should be developed?" He noted, especially, the study being conducted by COPA, the Council on Post-Secondary Education. He sees great significance, as I do, in what may come out of that effort. It may very well be that this Council and other groups may want to hold their decisions on this matter in abeyance pending completion of the COPA study and release of its recommendations.

I was interested to note, however, that Dr. Andrews specifically mentioned the Council on the Continuing Education Unit as one of several groups that might undertake the task of establishing standards and criteria for evaluating CE programs, regardless of the use of the CEU. He also mentions the possibility of the Council developing

a program for recognition and accreditation. Dr. Andrews recognizes, of course, that this would involve a change in role for the organization, since it was established to work with institutions and agencies and organizations that have adopted the CEU. I am not sure exactly what all the ramifications would be for the Council if there were to be such a shift in emphasis, but I am convinced that the Council cannot just sit tight and congratulate itself on the enormous growth of continuing education and the increased use of the CEU as the measure of participation in continuing education experiences. The very fact that the CEU has gained such wide acceptance is also a source of problems. When the CEU was conceived, not so long ago, continuing education was being provided by educational institutions, employers, and agencies with a certain degree of stability. One could reasonably make the assumption that institutional integrity and institutional responsibility could be counted on to assure voluntary adherence to the guidelines. It was an honor code of sorts that depended on interiorized morality, augmented, perhaps, by peer pressures that hopefully kept people in line. I say "hopefully" because no one really knows the extent to which institutions actually adhere to the guidelines.

Most of us probably feel that the system of awarding CEUs worked reasonably well under those conditions, but with the explosive increase in the demand for CE credits, especially in licensing and certification and for association membership, the continuing education unit and other measures of credit have taken on great economic importance.

The community of providers was never a very homogeneous one, and it has become less so as new groups have come into the picture. The challenge that must be faced is how to protect the continuing education unit from debasement. If the CEU is to retain its value and continue to be honored as the major currency in the continuing education community, steps must be taken to preserve its integrity. Otherwise, unscrupulous individuals can run the printing presses day and night, turning out bogus credits that are indistinguishable from the real thing. That's why I am really pleased that this conference is addressing the quality issue. I know it's a tough question. It is not one that can be answered easily or avoided if you choose to do so.

If this group can examine the issue frankly and honestly in light of present-day realities and if it can work cooperatively with other groups, with similar concerns, to implement a program of quality assurance (hopefully one that will not stifle new ideas and new programs), neither the CEU nor other credit recording devices need fear scrutiny from the public or from the users of CEUs.

THE CASE FOR EVALUATING CEU LEARNING

Richard R. Ranta*

When Vice President John Rhodes asked me to make this presentation, I asked, "Why me?" I suppose part of the reason is because my college, Communication and Fine Arts, is very actively involved in continuing education. It supplies a large part of the activity in Memphis State's Division of Public Service and Continuing Education. Together we have produced several innovative programs. Another part of the reason is probably the involvement I have had with nontraditional education through MSU's University College and the work I've done in curriculum innovation with the Southern Regional Education Board and the Council for the Assessment of Experiential Learning. I am sure another reason was that I am handy at MSU; thus, the transportation costs were not very high. Whatever the reason, the answer he gave to my question of "Why me?" was "Because I control part of your budget." It was sufficient to capture my attention. I will get back to the budget in a second, because it is an important question for everyone interested in quality.

I think, however, the real reason John picked me was that he knew that I was a person who would probably get up here and, to use Dr. Shimberg's word, talk "nonsense" to you. You see, I believe in

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*Dean, College of Communication and Fine Arts, Memphis State University, Memphis, Tennessee.

mandatory evaluations, that idea which Dr. Shimberg labeled "nonsense." I guess that's the fault of my academic perspective. However, remember I also come from the perspective of nontraditional learning and very active involvement in CEUs as well. Based upon both perspectives, I hold that the question of evaluation is going to plague the use of the CEU until that question is addressed in a positive manner. By that I mean until there are fewer questions about what this transcript means as opposed to that transcript. Without a proper evaluation system we are going to spend a lot of time spinning our wheels, at least as far as full acceptance by most of the academic institutions is concerned. Let me point to a couple of things that may produce less than full acceptance of the CEU. For one of them you can turn to a book with which I am sure you are all familiar, Guidelines to the Southern Association of Colleges and Schools. On page 32 of that publication, item 59 reads in part "that this may include evaluation." As any of the semanticists in the audience can testify, what that phrase means is that it probably does not include evaluation. That is exactly the point. Further, that statement merely reinforces our own experiences which, quite frankly, are not terribly favorable. I am sorry to say that often the problem relates to my colleagues, the faculty and university administrators, who are often at fault for giving in to the pressures of the reward system in higher education.

The system that we operate under can produce excellent results. For instance, you will hear about some of those results at Memphis State from Dr. Wayne Jones in a later session. You can put some of

Wayne's courses in the Center for Nuclear Training up against any academic course at this University or any other. In fact, they are so good they are being instituted as part of the regular academic training program. In other words, academic credit is being given to courses that started out as CEUs. This transformation is not an unusual pattern for those courses that have an adequate evaluation process. They move into the academic system. In fact, one of the things I encourage some of my professors to do is to use CEU courses as an experimental base to try out ideas that may later on produce academic courses.

But, on the other side of that coin, there are also the pressures that any institution is going to have to not pay sufficient attention to an evaluation process or to the standards supposedly being applied. The reason is that we are not funded--I am getting back to our budgets--on the basis of CEUs. We are funded on the basis of credit hour production. That fact, I think, is going to be increasingly meaningful in the 1980's, as the academic side of the University is constricting and will be looking for additional ways of maintaining the funding base producing credit hours. The result is going to be that increasing pressures will be placed upon instructors to add to academic courses in a variety of ways that will conflict with some of the missions that CEUs have served.

Questions will start to be raised about why can't the auditing procedures, with minor adjustments, of academic classes do the same thing as the CEU is doing now? Claims can be made, and Dr. Shimberg points to some in his paper, that the academic courses have

not been responsive to innovations in the past. That, however, is no longer the case. The kind of things that are being done in NEW College in Alabama, University College at MSU, and even in a traditional academic institution like the Communication and Fine Arts College, point out that learning can be packaged in a variety of ways.

The word learning is one I want to emphasize. What we are interested in is the learning, not necessarily the experience, but proof of the learning by the student. That is what separates the CEU from the academic credit work. What academicians are looking at in these nontraditional kinds of colleges is what the person learned. They don't really care how he learned it. The question asked is, "Can you measure, can you evaluate the learning?" With the CEU you don't have that certainty. Current nontraditional academic programs can go through portfolio evaluation sessions and the like and demonstrate that many of the advantages claimed for the CEU method end up being attainable in an academic setting. Well, it's not going to take people too long to understand that if they can do that, they can get state aid, credit hour production on the academic side. The next step is to say that the CEU is not needed for that, indeed is in competition with academic credit. That is a quarrel that is already developing in a number of institutions with which I am familiar.

Of course, the big personal reward system is also not really with the CEU. That a professor teaches in a continuing education course means absolutely nothing, quite frankly, when it comes around to promotion time and tenure time. That may not be something that you want to hear, but that is reality. The people who are doing the

evaluation take a look at what has been published, with research articles being the most important. Second, they will take a look at teaching in academic courses. They may, if it is really impressive, I mean really impressive, consider public service; and teaching in continuing education courses may or may not fall within that area. What it really comes down to then is the pressure of time for many of these professors between doing research or perhaps trying to get a little extra money for a CEU course. Very often CEU courses don't pay as well as the kind of things they can do on the outside through consulting perhaps or by doing even academic courses on an overload basis. The result is that departments often do not put the best people into CEU operations. Further, younger professors heading in that direction are discouraged from such activity, sometimes in formal ways told that you shall not do that. What that means is that administrators turn to part-time people who have tenuous connections at best with academic departments, have very little connection really with the programatic thrust of that department, and have little attention paid to them by the chairman of the department or administrator as to what they are doing once the course starts. Yes, they may do a very good job of laying out the kinds of guidelines, objectives, and criteria, but what we are talking about here is how can we satisfy the quality question once the teaching starts.

The odds are that what happens is that they are left to go their own way until the course is over, unless a monstrous complaint arises from the students at some point, and even that may not be that important, particularly if they are not being assessed.

On the academic side you can say, well they have many of these same problems. Sure they do. But academic administrators are looking at things more closely because of the professional accrediting associations; the kinds of things that Professor Shimberg was talking about here relate more directly, I think, to the kinds of quality standards that are maintained there. Plus, administrators, like myself, are paying closer attention to the academic side because that is bread and butter for most of the programs. Moreover, calling the kettle black doesn't solve the problem. All of the above problems mitigate against the kind of quality we want in CEU programs regardless of what problems academic courses may have.

Another problem is that many good CEU courses get confused with many that are not even intended for CEUs. Here we have the traditional division between individual CEUs and the institutional CEUs. Let me give you a personal experience. I attended a conference in which I was asked to register as part of a continuing education unit package. I asked them what in the world for; I didn't ask for any of this; I had no intention of doing anything. As far as I knew I was going there for a meeting. But they insisted that this was important for them as far as reporting various CEUs. And I was under the impression, until quite recently, that they had granted me some CEUs. Apparently, what happened was that they had somehow got this professional meeting as part of their institutional CEU package. Well, to us ignorant academics that sounded like someone was granting us individual CEUs as well. We knew quite well that very little learning went on at that meeting, and consequently it raised some real questions about what's going on in the rest of the CEU package.

There is a vocabulary problem here. Calling everything CEUs really demeans, and certainly causes academics to question, the quality of those programs that are producing individual, well-prepared and perhaps evaluated CEUs. That confusion is perhaps not evident among your ranks, but it is really very evident among the academic ranks. That is something I think probably ought to be addressed by this council because the semantic problem involved is a severe one for our outside population.

On another level the students don't understand it either. Every year, practically every month, but typically around admission time, I get a number of letters from students who want to convert their CEUs into academic credits. They are under the impression that the course they took at Western Kentucky, Memphis State, Georgia or wherever, for which they have a transcript, is the equivalent of, say, an introduction to music course. I, of course, have to try to explain to them that it doesn't work that way, and often they become very upset. They believed that they were getting quality professional training from an institution of higher education and that credit for it should be transferable into a degree program. You can explain to them as much as you want that no it doesn't work that way, but they still go away very bitter, feeling that someone has shaken them down. It is clear to me that a far better job of explaining what a CEU is not and will not do needs to be done.

These are some of my concerns; there are others, but I don't want to go on too long as the time is short. What it comes down to is that many of the questions we are talking about could be resolved

by a simple mandate that for individual CEUs, evaluation is not something that may take place, but rather must take place. You can quarrel over the manner, means of how that can be done, but done it must be. On the academic side we have all kinds of weird programs, some of which I am dean of, and yet we figure out ways of doing evaluations and assessments for them. Some of those are nontraditional, some of them are quite traditional. The point is they are all being evaluated. You may question the validity and what it means as far as an A or a B, but I'll tell you that there is a real distinction when it comes down to the possibility of failure or pass. Most of the CEU courses we are operating really don't have that as a base. I think that difference of evaluation is one of the major separating elements which will continue to raise concerns about the quality of the CEU until it is corrected. Until it and the systemic problems of the reward system are changed, we will go on raising questions about the quality of the CEU.

RECOMMENDATIONS FOR AN EVALUATED CEU FOR ENGINEERS AND SCIENTISTS

Henry P. Cole*

There is currently much interest in continuing education in engineering and other technical fields about "evaluated" continuing education units. The idea is that persons who complete continuing education courses need to be held accountable for having actually learned something. Certificates of attendance are not acceptable to many persons and groups as evidence of learning resulting from continuing education activities. It is this concern which has motivated many of the activities of the University of Kentucky Learning Outcomes Measurement Project with its emphasis upon ways of measuring the learning resulting from short courses typical of those offered through continuing education programs in technical fields (Cole, Moss, et al., 1980).

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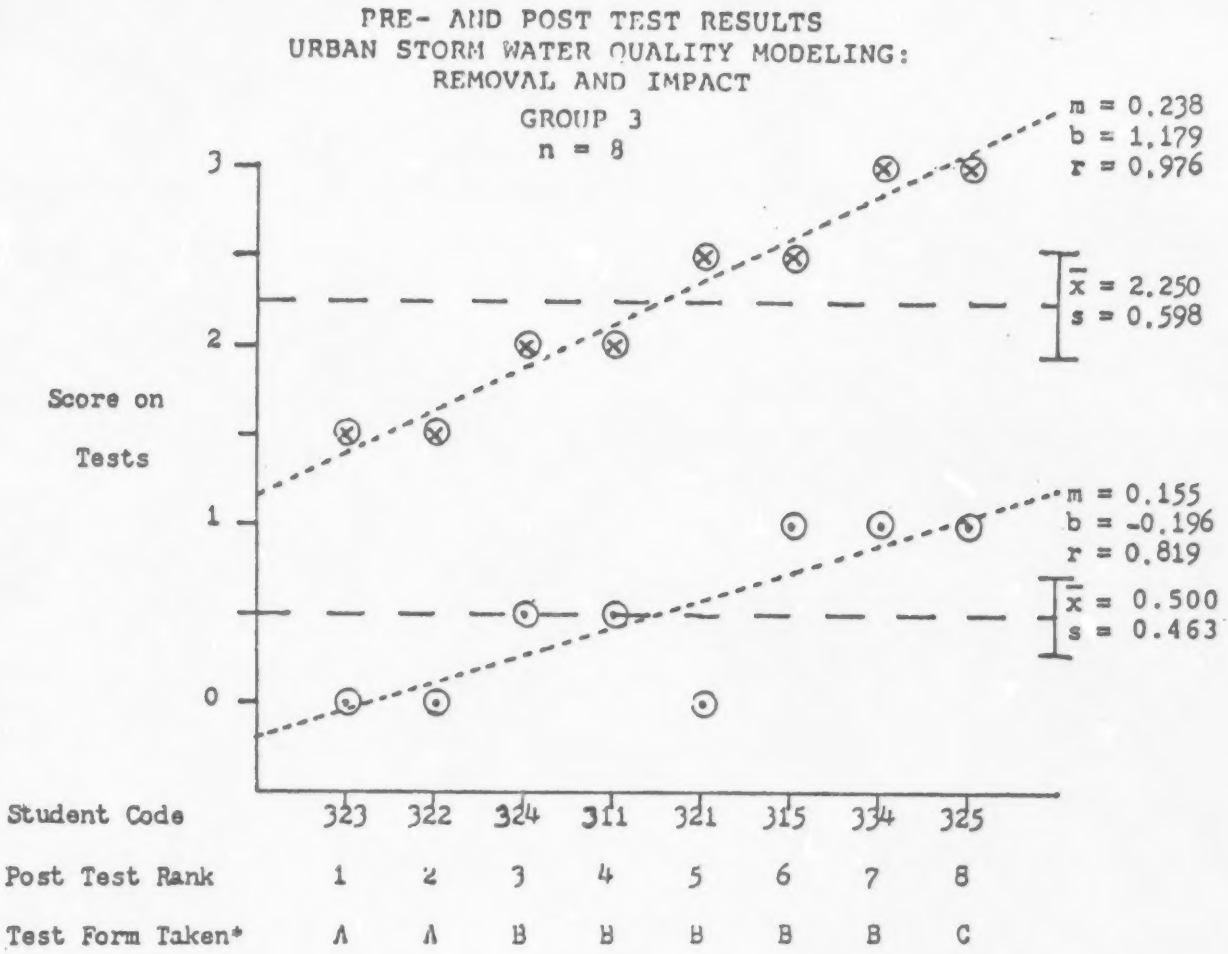
*Professor and Department Chairman, Department of Educational Psychology and Counseling, College of Education, University of Kentucky. The development of this paper was supported by a National Science Foundation Grant No. SED78-22060 to the College of Engineering, Office of Continuing Education and Extension, University of Kentucky, Lexington, Kentucky. Associate Dean David K. Blythe was the project director, and Dr. Judson Moss the project manager. The present paper summarizes some of the major recommendations of the project staff based on their activities in conducting the Learning Outcomes Measurement Project. A detailed set of guidelines concerning measurement of learning resulting from continuing education courses for scientists and engineers has been prepared as a book which will soon be available from Dean Blythe's office. The author gratefully acknowledges the support of the National Science Foundation and the assistance of the project staff in the preparation of this paper. However, any opinions, findings, conclusions, or recommendations expressed are those of the author and do not necessarily reflect the views of the National Science Foundation.

Courses Where Tests Provide Accurate Estimates of Learning

There are a number of ways by which to measure and estimate the degree of learning resulting from a continuing education course. Some of the methods by which the learning outcomes of a course may be measured depend upon the type of course which is being considered. The best measure of the learning resulting from a course designed to remediate or upgrade general knowledge and skill, such as is required to pass state licensing examinations, is the student's actual performance on the licensing examination. It is possible to sample a few items from the total domain of items on the professional examination which accurately estimate the individual's performance on the longer test. This can be accomplished through the use of relatively new psychometric test construction procedures involving the use of latent trait item analysis of test scores (Lord & Novick, 1968; Shoemaker, 1973).

Thus, for courses of this type it is possible to develop and use short but powerful tests to determine not only the learning outcomes by individual students after the course, but by which to determine which students need to take the course in the first place. Once such a test is developed for a remediation or upgrading of general knowledge and skills course, it can be used as a pre-test for advisement and screening purposes or as a post-test for assessment of the learning of individuals who have completed the course. The scores of individuals on pre- and post-tests over replications of the course may also be recorded and summed, and the mean values and standard deviations calculated (see Figure 1).



Individual pre-test score

Individual post test score

Test mean score across persons for pre- and post tests

Person rank on post test by pre- and post test regression line

I Test Standard deviation

Value of maximum score = 3

Value of minimum score = 3

Figure 1 Learning outcomes resulting from a short course for engineers on Urban Storm Water Quality Modeling.

Adapted from Cole, Moss, et al., (1980).

From this information it is also possible to evaluate the course and its effectiveness, as well as to evaluate the learning of individual students. For such courses carefully constructed pre- and post-tests are very useful and very accurate indicators of the degree of learning achieved by individual students and the general effectiveness of the course. The primary reason for this is that the performance domain of interest is clearly defined as a body of knowledge and skill thought to be basic to an area of engineering practice and incorporated on a broad spectrum professional examination.

Courses Where Tests Are Inadequate Estimates of Learning

Evaluation of the learning outcomes of other types of continuing education courses is more difficult. This is because the domain of performance in which course knowledge and skill may be applied is not well defined. It is also because the ways in which the specific concepts and skills acquired in the course may be applied on the job by the engineer after the course is completed cannot be clearly and unambiguously stated. An illustration may help clarify this point.

Suppose a course is developed to broaden and update the skills of mining engineers in terms of the design of drainage and storage structures for the runoff for surface-mined lands. The course presents the latest thinking, alterations in older theoretical models, and newly developed algorithms and nomographs by which to make accurate and efficient calculations of the design of these

structures to meet newly developed Federal standards for water quality control downstream from the mining area. This is the type of course developed by Professors Haan and Barfield (1978) titled "Hydrology and Sedimentology of Surface Mined Lands." This particular course was studied by the project team and tests were developed by which to measure entry and exit level knowledge and skill of course participants in course content. The problem is that no matter how good the tests are, they can never be a truly effective means of estimating all of the important learning outcomes which may have been achieved by any individual following completion of the course. There are several reasons for this.

Limited Time for Testing

First, in any continuing education course dealing with a large and complex body of information and skills, most of the time needs to be devoted to instructional activities. Students need to have concepts and procedures demonstrated, and they need to apply these in practice problems. Most continuing education courses are short because practicing engineers cannot afford to spend long periods of time in course attendance. Thus, a short course of two to four days' duration is a common occurrence. However, a truly adequate test of the learning outcomes of the Hydrology and Sedimentology course would require that the student actually construct the design specifications for a water drainage and storage system for an actual mining operation. This would usually require a minimum of from six to eight hours, depending upon the problem characteristics. There

is simply not enough available time in the short course to devote such large amounts of time to a "test" item. This becomes particularly apparent when one realizes that a good test would require the actual design of not one, but several, drainage and storage systems for different topography, climatic, soil, and mining conditions.

Because of this problem of time, any test must be greatly abbreviated and simplified. This simplification and abbreviation makes the test tasks different from the performance tasks actually involved in the design of such structures on the job. This means that any good evaluation should require the engineer who has completed the course to submit a sample of his next few actual drainage and storage designs to the course instructor. These would be designs the engineer had actually produced on the job after the course had been completed. The course instructor could then evaluate the degree to which the principles and techniques taught in the course had been accurately applied and used by the engineer. Of course, the problem is that it would take many hours for the instructor to evaluate each actual design; the evaluation could not be completed until some weeks after the student had completed the short course and had time to learn how to apply the course principles in the work setting; and it would take much more time and money than would possibly be available to complete such a thorough evaluation of each learner's achievement.

Inadequacy of Testing in Sampling the Performance Domain

A second problem is that even if such an elaborate evaluation of each person's learning were adopted, it would not be valid for

some of the course participants. Rather, it would be valid for only those persons who came to the course with the intention of actually using the course principles and techniques in their daily work activities in specific design problems.

Experience of the project staff and many others has shown that for any particular course there are a wide variety of learners enrolled for a variety of reasons. For example, in the Hydrology and Sedimentology course, one often finds persons enrolled who are not normally engaged in the design of drainage and storage structures for surface mining. Sometimes persons attend such a course because they have business dealings with engineering firms which do carry out such designs. The purpose of attending the course is to become more informed about the problems and methods used by these designers and not to become expert in the actual design of the structures themselves. Administrators of state regulatory agencies, state inspectors, and other persons also not normally engaged in the actual design of such structures frequently attend such a course.

All of these persons may learn a great deal from the course, but none of them might be expected to put into practice the actual principles taught in the course. The valuable things learned by this group of persons may be the names of research persons who they can hire as consultants to provide the technical assistance they need for specific jobs; the names of resource manuals and documents, as well as computer programs, useful to the solving of particular problems; and identification of areas of expertise and knowledge presently lacking in themselves or in members of their organizations which need to

be developed either through the upgrading of present employees' skills or the hiring of new employees.

All of these outcomes can be very valuable to the participants. They are certainly all outcomes which would be valued in terms of making a contribution to engineering practice in the region. Yet, none of these outcomes would be measured by a comprehensive evaluation of the actual designs for drainage and storage structures produced by this group of persons. Generally, persons in this group would not produce such designs when they returned to work. Rather, they would use the knowledge they acquired to better manage their firm, supervise employees, and obtain the services and resources needed by the actual designers of such structures within their firms or under their jurisdiction.

Growth of Learning After Course Completion

A third problem has to do with when the learning resulting from the course may be expected to take place. In highly complex and technical courses which have large amounts of contents, all that can be hoped for in a short course as an immediate outcome is a general familiarity with the course concepts and procedures.

Actual facility in the use of these concepts and procedures is almost certainly dependent upon serious continued study and attempts by the course participant to actually apply and use the course material in his or her work setting. Therefore, the maximum amount of learning should not occur at the end of the short course but sometime after the completion of the short course when the learner has

had time to do much additional further study and application of course procedures. Courses in computer programming are good examples. They usually teach only the basic principles and how to understand complex procedures and manuals. Facile computer programming comes only after much actual application of these concepts and principles in many work-related problems.

The Need for Multiple Indicators of Learning Outcomes

For all of these reasons it is important to have multiple indicators of the degree of learning resulting from most continuing education courses if one wishes to determine the actual learning outcomes achieved. Simple pre- and post-test scores of individuals at entry and exit from the course are useful but not sufficient to the task. Short entry and exit tests can provide good estimates of the degree to which participants have learned the basics of the course principles and procedures. If properly constructed, they can also estimate the degree to which participants know how to go about using the materials, manuals, algorithms, nomographs, and other procedures presented in the course for approaching or setting up a few sample problems likely to be encountered in their actual work setting. Performance on such tests tells very little about other important outcomes the engineer may have learned.

This means that the learning outcome evaluation of a course's effect needs to include not only pre- and post-tests on the basics of the course content, but also systematic polling of participants concerning what they think they have learned, how much they think they

have learned, how relevant they think the learning is to their job performance, and how likely they are to do additional study in this area and attempt to apply course concepts and procedures to their actual work. The intentions and perceptions of course participants are very important!

The same is true for the perceptions of the supervisors and employers of the course participants. The judgments of these persons about the worth and utility of the material learned in the course by the employee is very important. It is the tacit evaluation of these supervisors, as well as of the engineers who enroll in such courses, which is the most potent and meaningful evaluation for any course.

If the judgment of these groups is that the course is valuable and worthwhile in terms of improving knowledge and skill in areas related to on-the-job performance, the course will be highly recommended and heavily subscribed whether or not there is any formal assessment of learning outcomes by testing or by the examination of actual job performance or work samples of course participants after the course is completed. If the tacit evaluation of these professional groups is that the course is not worthwhile, no matter how valuable the course is shown to be in improving test scores, it is not likely to be heavily enrolled. This professional judgment tacit evaluation is an important and legitimate part of the information which should be routinely gathered and incorporated in evaluations of the learning outcomes of continuing education courses.

The Impossibility of Making "Complete" Learning Assessments of Individuals

It should be apparent that it is an impossible task to collect all of this wide range of information in order to evaluate the learning of any one particular person who has taken a particular continuing education course. There is not time to do so, and the entire process makes unreasonable demands upon the participant and his or her employer. How, then, can an individual enrollee in a given course be certified as having learned a specific amount in a given course?

Beyond certifying that the individual has attended, participated fully, completed all course assignments and activities at described levels of accuracy, and has also completed a pre- and post-test which demonstrated a certain amount of growth on some of the basic knowledge and skill areas in the course, there is little that can be said about an individual's actual learning outcomes of a more broad and important nature which may result from the course. However, it is possible to evaluate the effectiveness of the course for participants generally in more substantial ways. In a nutshell, it is much more desirable to certify courses than persons.

Means for Making Comprehensive Assessment of Course Effectiveness

Although it is impractical to obtain all the various types of evidence needed to make a strong inference about the broad range of learning outcomes which may result from a particular person

completing a course, it is practical to gather this wide array of evidence across different persons who have completed a course. While the instructor cannot hope to collect and evaluate the accuracy of the application of course principles to the actual design structures of practicing engineers for real problems from the field for each course participant, the actual designs from two or three persons enrolled in a course can be randomly solicited and evaluated. Over several replications of the course, this practice reveals much information about the effects of the course in actually assisting the engineers enrolled in producing better structures. It also reveals much about the variation in the degree to which the course principles are appropriately applied following the completion of the course.

Other participants and their employers and supervisors can be sampled and interviewed about the actual degree they judge course principles and procedures are being used. Again, not every person must be interviewed.

Other persons from among the population of past course enrollees can be sampled and asked to complete a delayed post-test of course content and skill. It is even possible and sometimes desirable to administer different test items or tasks to different persons at the end of a course. This would be done when there is a large amount of material to test, time only to administer a few test items to any one person, and an interest in learning something about the effectiveness of the course over the entire large array of items.

Such a plan used over several replications of a course produces much information about the course effectiveness in teaching its

participants a variety of outcomes. Of course, it provides little information about any individual's learning.

Logical Requirements for Certification of Courses

Any movement toward an evaluated continuing education unit probably ought to be based on the course developers having to provide information about the general effectiveness of the course. This information should be based on the evaluation of actual on-the-job performance of samples of persons who have completed the course. It should also include the perceptions of samples of past enrollees and their supervisors concerning the value and utility of the course for improved performance in work-related activities. This information should be presented along with information about entry and exit level knowledge and skill on the basics of the course as these can be measured in short and time-efficient pre- and post-tests. Professional licensing agencies and other interested groups such as practicing engineers and the firms which employ them ought to have access to this information. The effectiveness of the course could then be judged in a more formal way than the present and common tacit evaluation way, but without removing this valuable professional judgment component. Courses could be certified as being worthy of an evaluated CEU on the basis of this evidence.

Logical Requirements for Certification of Persons

The entry level knowledge and skills of participants, the reasons persons enroll in a particular course, their expectations

for learning from the course, a record of their actual participation and completion of course activities, their actual performance on short and basic tests of key course knowledge and skills, and their perceptions of how much they have learned following the course, should all be routinely collected for persons enrolled in continuing education courses. However, this assessment should be carried out only with the consent of the enrollee. Otherwise the results are likely to be invalid. If a course enrollee wants to receive an evaluated CEU, or some other type of certificate which reports learning, he or she should first be enrolled in an approved course which has demonstrated to the satisfaction of a professional licensing agency that the course does, indeed, achieve its intended learning outcomes in a consistent manner.

The second condition for earning an evaluated CEU or other formal credit should be that the individual participant be willing to complete short pre- and post-tests and questionnaires designed to obtain basic information about individual learning which can be reliably and easily collected on each person in short periods of time at the beginning and end of the course. A third condition is that the participant engage in and complete all prescribed learning activities which comprise the course.

The Importance of Options for Participants

It is important that enrollees in a course be allowed the option of whether or not to receive CEUs or some other form of formal credit for learning. Some persons may be expected to be enrolled and

not be at all interested in receiving formal documentation of their learning. However, if persons are interested in receiving such credit, they should be expected routinely to complete all pre- and post-tests and related short questionnaires which elicit information about expectations and reasons for attendance, estimates of individual achievement, as well as judgments by participants about the utility of course content.

Persons wishing to receive formal credit also should be informed that they and some of their employers will be sampled in the future for follow-up interviews, delayed post-testing, evaluation of job performance, and submission of actual work samples to be evaluated. It should be clear that the purpose of this follow-up assessment is for purposes of determining the general effectiveness of the course in reaching its intended learning outcomes in order that the course may be improved and eventually documented as being worthwhile for CEU credit.

The purpose of the follow-up assessment is not generally for making a judgment about the individual's learning for which personal CEUs would be awarded. Rather, successful completion of all course activities, including the testing and learning assessments, would usually be the basis for awarding individual CEU credit.

Involving All Participants in Learning Assessment Activities

This emphasis upon the participation of persons seeking CEU credit in the total assessment procedures for a course does not imply that other persons taking the course should not be involved. There

is a need to assess the learning of course participants generally. Data gathered from across all persons enrolled are needed to improve the teaching of the course (formative evaluation) and to document the present effectiveness of a course in achieving its intended learning outcomes (summative evaluation).

Many engineers enrolled in short courses do not care about being awarded CEUs or other formal credit for their learning. If the testing procedures are presented only as being related to CEUs, these individuals might opt to not participate in the assessment procedures. However, well designed assessment procedures also serve important instructional functions which are of benefit to all the persons enrolled in a course. This relationship of testing to instruction is particularly obvious in the embedded test tasks in the course which are frequently used to inform the learner and the course instructor of the needs and accomplishments of the individual during the course of instruction in order to make instructional decisions. Quizzes, homework problems, and laboratory exercises are typically used for this purpose.

To make these activities optional would be to remove an important instructional component of the course for some persons. Generally, these activities should be required for all participants because they comprise an integral part of the course and its instructional methods.

The same relationship should hold for other types of testing and assessment procedures as well. Whatever other purposes they serve, tests and other assessment procedures should always serve

instructional purposes. If tests and assessment procedures are developed in the manner suggested by modern curriculum design and evaluation methods (Cole, Moss, et al., 1980), this will be the case. In this event participation in the pre- and post-testing, as well as all other assessment procedures, ought to be built in as part of the regular instructional activities in the course. All participants should be involved in these activities. The results will not only be useful to the improvement of the course and the documentation of its general effectiveness, but will aid the learning of individual participants in a number of ways. Pre-tests inform the learner about the specific content and objectives of the course in a very precise way. This information is useful to the individual learner about his or her progress through the course in specific topics and areas and calls attention to areas in need of additional study. A glance at Figure 1, the plots of pre- and post-test scores for a group of engineers in a short course, reveals how valuable such test data can be in providing individual students, course instructors, and others with information about course effectiveness on tested achievement. Individuals are almost always interested in the growth of their own level of knowledge and skill and in comparing their progress with the accomplishments typical of other participants in the course, as well as to persons in other sections of the same course taught at other times. Even when persons have no desire to receive CEU credit, they remain interested in information about their own degree of learning and accomplishment.

Maximum participation of individuals enrolled in a course in the learning assessment procedures can be insured if the learning assessment procedures are fully integrated with the instructional procedures and if a number of policies are followed. The testing and other assessment procedures should be abbreviated and time-efficient. All tests should be valid and reliable. Results of tests and other learning assessments should be shared as soon as possible with the participants. Individual test results should be kept private and not shared with others without the specific permission of the individual.

The uses of the learning assessment data gathered for the purposes of formative evaluation and documentation of course effectiveness ought to be explained to participants in order that they fully understand the importance of their participation in and contribution to the evaluation of the course. When these procedures are followed, all participants will quite naturally be involved in the assessment procedures. They, the course instructors, and groups of persons who will become enrolled in the course in the future will all benefit.

Conclusion

There is no simple way to evaluate complex learning outcomes which may be expected to result from the completion of most continuing education courses in technical fields. If professional agencies and organizations are serious about developing evaluated CEUs, procedures similar to those summarized in this paper and presented in greater detail elsewhere (Cole, Moss, et al., 1980) will need to be developed and followed.

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THE PARTICIPANT ACTION PLAN APPROACH

Basil S. Deming*

Colleagues of mine at the U.S. Office of Personnel Management have developed a way of assessing the quality and effectiveness of structured learning experiences, be they self-directed, classroom bound, or clinical in nature. The instrument they devised, and which I will describe today, is called the Participant Action Plan Approach. It is an approach that demands only a modest investment of time and energy in study of the Plan guide. This guide has been published and is available to the public.[1]

Five Steps to Action

The Participant Action Plan Approach is a method for determining whether a learner's behavior changes in a job setting as a result of a learning experience. The Plan makes that assessment through the following process (see Figure 1):

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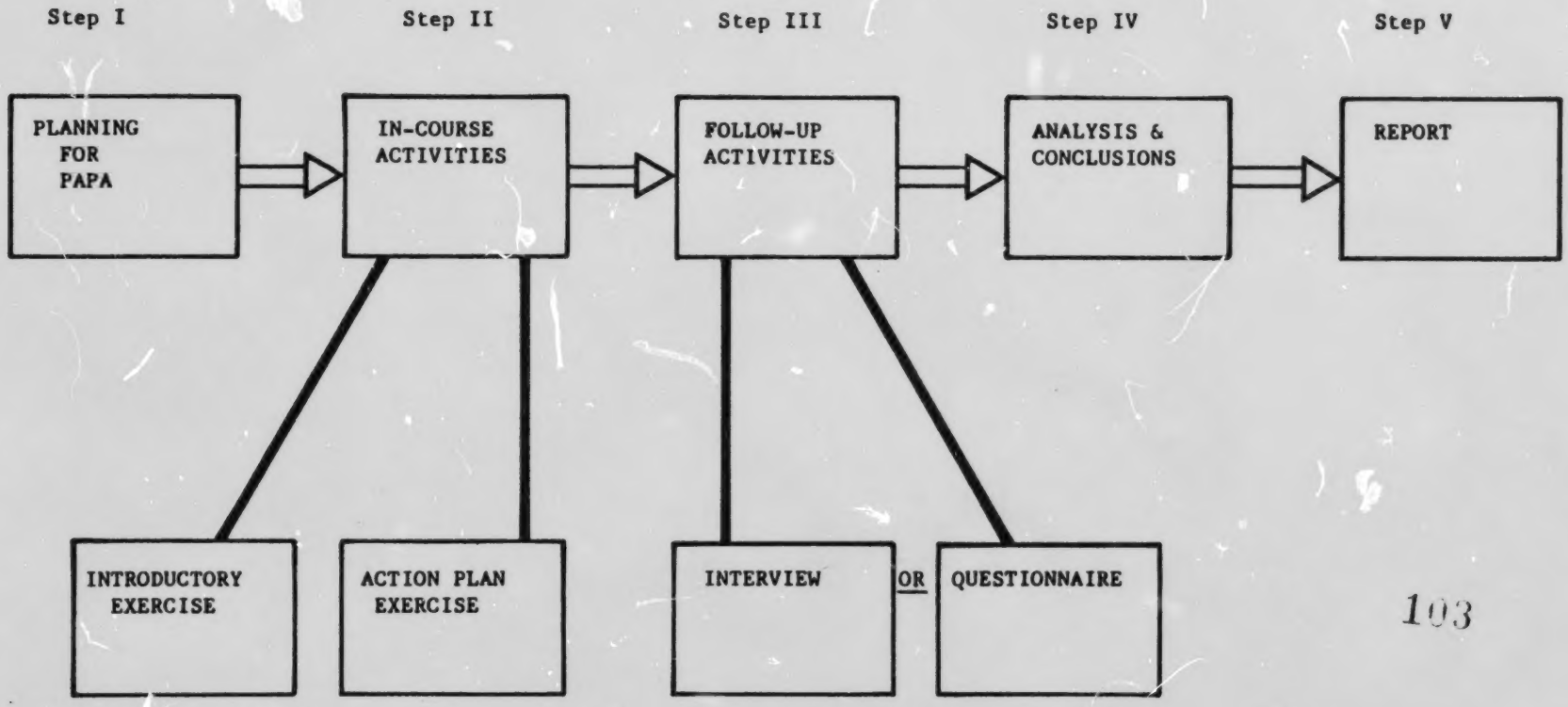
[1]The handbook, Assessing Changes in Job Behavior Due to Training: A Guide to the Participant Action Plan Approach, is available from:

Superintendent of Documents
U.S. Government Printing Office
Washington, D.C. 20402
Stock Number: 006-000-01130-6
Price: $5.00

Include title, stock number, and payment with your order.

Figure 1

THE PARTICIPANT ACTION PLAN APPROACH



1. The first step is planning. The evaluator (the person who will administer the process) should be concerned with determining what questions need to be answered about the learning experience, such as: "How have the course participants changed in job performance?" or "What problems did they have when they tried to apply what they had learned?" Based on the information needs of the client, whether a training manager, an instructional designer, or an organization whose members regularly undertake the learning experience, the evaluator may begin to plan the evaluation.

2. Step 2 can most easily be described in an application to classroom training. At the beginning of training, participants are introduced to the idea of an action plan. This plan is a list of specific behaviors which a participant wants to try out in the job setting. Participants are asked to consider throughout the course what they might want to do differently on their job as a result of training. Emphasis is placed on overt behavior as opposed to general goals, such as being more receptive to others' ideas. A portion of an action plan might look like this:

I plan to:

1. Talk more openly with my employees when things go wrong.
2. Involve my employees more in making decisions about our shop.

Emphasis is on action rather than intention. At the end of training, then, participants are asked to write an action plan that suits their needs and aspirations as they prepare to return to their jobs.

3. Step 3 consists of follow-up activities. Usually several months after training participants are either interviewed personally

or are contacted by questionnaire. They are asked which of their planned activities they have been able to achieve up to that time and what other new activities they have attempted as a result of having attended training. Participants are also asked what effects their new behaviors have had on their work environment and what problems, if any, they encountered in trying out these new behaviors.

4. Step 4 is an analysis of the data and conclusions. The data, once collected, are sorted, categorized, and displayed to show the extent and type of change resulting directly or indirectly from training. For example:

Category of Behavior	Number of Behaviors	Number of Participants
Being more positive and open	20	10
Example: I have asked for my employees' side of the story and tried to see things from their point of view.		
Improving task-related behavior	15	5
Example: I have involved employees in work decisions, asking their opinions about major changes in our operations.		

From an analysis of the data, conclusions can be offered about the training. The evaluator might be led to conclude, for example, that a particular strategy taught in the course is not being used successfully by participants. Further analysis might suggest that participants failed because they did not practice the strategy in the course and did not feel confident in their abilities to use it in their work settings.

5. Step 5 is reporting. The findings from the analysis are reported in a form which meets the client's information needs. It can be a written document or an oral report.

One of the strengths of the Participant Action Plan Approach is its range of applicability. It is useful in training which has general goals, as well as in training which has precise learning objectives. It can be used in courses taught by an organization's own instructors or in courses contracted to trainers outside the organization. Long-term developmental programs, which may include classroom training and developmental assignments, can also be evaluated through the Participant Action Plan Approach. No pre-course measures are required; but if pre-measures exist and/or tests are given at the end of training, the Action Plan results can be combined with the results produced by those measures.

Another strength of the Approach results from its impact on course participants. Participants commit themselves to action through a written plan developed at the end of training; they leave a copy of the plan with the evaluator for follow-up purposes. Participants know that someone will be asking about efforts they have made to implement the plan, and this motivates individuals to actually try out new behaviors on their jobs. Of course, this effect means that the approach's strength is also its inherent limitation as an evaluation device. If you do not plan to use the approach every time the same course is given, you have no way of telling whether participants who are not expecting follow-up are as effectively motivated to try out things they have learned from training. One way of continuing the use of the

Approach in successive cycles of training is to follow-up with only a sample of the participants, but still have everyone construct objectives for their behavior back on their jobs.

The Participant Action Plan Approach has been used successfully in several courses by the Office of Personnel Management. We have found it to be an unusually inexpensive but effective way to assess whether participants have been able to put into practice what they learned in the course of their training.

CEU USES IN GOVERNMENT

Leon Met*

Continuing Education Units (CEUs) don't have the quality ascribed to academic credit units. Neither do academic credit units.

Four years ago, when the City of Cincinnati established a Training Office for the first time, one of the first things we considered was the use of Continuing Education Units as a companion measure to academic credits as a means to establish eligibility or qualifications for entry or promotion in City service.

We had been accepting academic credit units as evidence of an individual's possession of certain kinds, levels, and quantities of knowledge and associated skills. We still do. However, legitimate pressures on traditions and conventions that were part of our merit system led people to suggest that alternative measures were necessary to provide equitable opportunities to establish qualifications and eligibility to compete.

We began to realize that many of our competent employees and applicants were being denied opportunities or forced to complete education they didn't need to do the job because they lacked the educational credits that had been a part of the job classification. This hurt our ability to achieve affirmative action goals. And, more important, it was a dysfunctional barrier to the best employment of the best

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*Training Officer, City of Cincinnati, Cincinnati, Ohio.

people. It also conditioned our agencies to wait for educational institutions to prepare people for specific jobs rather than to design employee development and training programs that would address real employees' real job improvement needs or opportunities.

There were many who looked at the potential use of CEUs as suspect, a companion measure that was not as worthy, distinguished, or as intrinsically valuable as its cousin from academe.

It was not important to us to defend either measure. We were concerned with function, not form or status. Each measure has legitimate usage. Neither, by itself, proves anything about anyone's knowledge, skill, aptitude, competence, or proficiency. Neither measures the quality or quantity of teaching or learning; nor, for that matter, what credit or unit holders can do as a result of participation in a program today or tomorrow. The same program may have different outcomes for different students. And, many students can achieve course objectives without benefit of any particular course. We saw both credits and units simply as measures of contact hours in different modes of learning experiences.

The variability inherent in what units or credits may reflect is apparent in the insistence of universities to evaluate credits for transfer from other institutions. They know, as we should, that a course title followed by the number of credits and even a grade tells nothing about what the individual can do as a result of the course or about the course itself.

Fortunately, our traditional easy reliance on credits as evidence of knowledge and skill is not surviving the challenges which

are coming from those who have been disadvantaged until now by the reflexive use of credits. Employers instead are being required to analyze jobs to identify valid job qualifications in order to specify required job-related proficiencies. This trend parallels educational institutions restyling their programs to mastery, competency, or performance terms.

We cannot continue to assume that possession of a degree or diploma by itself assures any amount of analytic skill, well-roundedness, reading, or writing ability. Nor can we assume that completion of certain courses is lasting evidence of any particular mastery. This should mean that we ought not automatically hire the person with the most credits, degrees, or quality points. It implies that our job descriptions should specify proficiencies needed to perform successfully and allow credits or units to help establish eligibility, but not to prove qualifications or to rank order candidates.

The value of the push for practical job relevance in both academic credits and Continuing Education Units is that sponsors, as well as participants, will have to achieve performance outcomes, not just complete a certain number of hours. It allows us, indeed will require us, to make our standards as rigorous as necessary to get the job done. Rather than under- or over-estimate, we will have to learn to be accurate.

Quality in the use of Continuing Education Units comes with the appropriateness of their use for the purpose that is to be served. In the City of Cincinnati, we use Continuing Education Units as a planning tool for those who are developing training programs so that they assure:

1. adherence to a meaningful planning, delivery, and evaluation process;
2. having a unit for use in assessing costs and benefits;
3. a standard measure that employees and employers can use in assessing job requirements and qualifications;
4. a consistent framework for recording individual employee participation in continuing education and training programs; and,
5. a standard measure for recording agency training activity.

Our Trainers Network established a committee that explored uses of the Continuing Education Units and established guidelines for City agencies and employees. These were then approved by what was then a City Manager's Advisory Team on Training and Development.

The guidelines stressed that to be valuable CEUs would have to reflect those qualities that would best serve their sponsors' needs and interests. Thus, it was important to us to build in the kind of flexibility that would give our agencies and our employees maximum choice. We did not feel any need to own or monopolize the entire operation.

We have talked to our Association of Architects and Professional Engineers in City service about the prospect of state legislation that would require units counted continuing education to maintain licensure and prospects for using the CEU framework to support their efforts.

We have talked to our Recreation Department about authorizing the award of CEUs for their internal training programs and have supported their Department's efforts to establish CEUs as equivalents to academic credits in meeting qualifications for eligibility for some jobs.

We take this approach because the philosophy of our Training Office is that training exists as a support to good management in its effort to maintain quality work and quality in work life. We believe that training, by itself, even when it remedies knowledge or skill deficiencies, will not result in desirable transfer of learning at the job site unless there is a quality plan to insure that training addresses individual and agency needs and that application will be promoted by supervisors and colleagues.

We can provide technical assistance to agencies at each step. We see our function not so much as an enforcer, but as a partner or consultant. That does not mean that we will authorize any request that comes in. We haven't. But, if we find a request lacking in any way or see possibilities for improvements, we will work with the agencies to help them meet our minimum standards and to achieve the fullest gain possible.

Attached as an appendix are the explanations, guidelines, and forms that we developed for use by City agencies.

We have also used CEU guidelines as benchmarks for assessing the training employees have had that was not CEU sponsored. Most frequently, we have done that for employees who have taken training from the U.S.O.P.M. Regional Training Center, or training from our own

office when we sponsor programs which are not authorized for any kind of credit. We don't claim to make comparisons or judgments about quality or proficiency. We do count the contact hours as a base and then examine the objectives, content, method, instructor qualifications, and any other indicators of individual and course performance.

Having said all of this, candor compels me to confess that the City of Cincinnati has not made extensive use of CEUs in employee development, training, or job selection. In part, this has been because, until last November, our Training "Office" consisted of the Training Officer and a secretary; in part, because we had to give priority to the development and delivery of on-line programs to meet priority needs; and, in part, because we were developing the capacity to put training as well as credentialing to use. We have been and are prepared to use it for agencies that request it, because we see it as a service to support their management, selection, and employee development efforts. We do not want to impose it, because we could not make it more than a paper transaction. We are now studying employee and organizational development program structures to identify elements that will help us manage for productivity even in the face of declining resources. We expect that CEUs will be a valuable tool in whatever work force planning and career development planning system we do develop.

Looking ahead, CEUs may gain currency from the energy and resource shortages that we all face. The increasing expense of gaining training elsewhere may make it more cost-effective for organizations to plan and develop training internally. And, CEUs may serve as a

basis to help plan, organize, evaluate, and record that training. Further, for those who do get to go away, CEUs may make it easier to justify or validate the trip expense.

In sum, CEUs are neither the salvation nor the ruin of credentialing needs in employee development and selection. They can be a tool, a measure of exposure that can be a base to assess the value of that exposure. As with any other tool, their quality depends on the appropriateness of their use.

APPENDIX

Proposal for City Use of Continuing Education Units

The City Training Office proposes to use Continuing Education Units (CEU's) to record and recognize participation in City sponsored training programs (guidelines attached).

The CEU system is sponsored by the National University Extension Association in Washington, D.C. and is used widely by government agencies, schools, colleges, training organizations, professional associations, and consulting firms. The system provides a nationally standardized unit that serves the same purpose in training programs that course credit serves in academic institutions. It should be noted, however, that CEU's are not equivalent to and cannot be substituted for academic credit.

For employees, the CEU serves as an incentive for participating in training activities because it provides a quantitative measure of successful completion of training programs that is recorded and available to help establish qualifications associated with job or career requirements.

For employers, the CEU serves as a base for reviewing employee credentials and progress and as a base for planning and evaluating training activities.

One Continuing Education Unit is officially defined as:

TEN CONTACT HOURS OF PARTICIPATION
IN AN ORGANIZED CONTINUING EDUCATION EXPERIENCE
UNDER RESPONSIBLE SPONSORSHIP
CAPABLE DIRECTION
AND QUALIFIED INSTRUCTION.

Under this proposal the Training Office would assume administrative responsibility for sponsorship of the CEU system for City agencies and employees. This entails maintenance of required records, evaluation of training programs for adherence to CEU requirements, and determination of the number of units to be awarded for participation in any single training program.

The implementation of the CEU system would NOT in any way limit training activities of any agency. Only those training activities for which CEU's were granted would be required to meet CEU criteria and guidelines. Use of the CEU will NOT require any new allocation of funds with the possible exception of cost of certificates.

Agencies that want to award CEU's to employees for participation in training programs would be expected to request authorization from the Training Office. The request should provide information on the purpose, objectives, schedules, instructors, and plans for evaluating students' achievement of objectives and for evaluating the course and the instruction. A simple form will be provided.

Requests and authorizations should be received before CEU's are offered and before instruction begins. CEU's will not be authorized retroactively.

It is expected that the Training Office will respond to requests within one week of their receipt. It should be noted that the policy proposed for the City will require that courses specify objectives for students and criteria for their achievement and that students attend at least 80% of the planned time. Although objectives and criteria will be set by the agency offering the program, the Training Office will check to see that the evaluation procedures used to assess achievement are valid and reliable measures. In addition to reviewing the information presented, the Training Office and members of the Trainers Network may observe authorized courses as part of a supplementary evaluation.

It is expected that the instructor or course director will maintain records on the progress of the course, changes from plan, attendance of participants, evaluation activities and results. Copies of this information will be forwarded to the Training Office after the course is completed.

Certificates noting satisfactory achievement and the number of CEU's awarded will be distributed by the instructor or course director after participants have met evaluation and attendance requirements. Certificates with space for signature by the City Manager and the course director will be available from the Training Office. Agencies may use certificates of their own design.

The Training Office will keep two sets of records on CEU's. One will record each course offered under the system and will contain all the information mentioned above. The other will record for each employee who receives CEU's the course title, sponsoring agency, number of credits and dates awarded.

Guidelines for Administration of Continuing Education Unit System

Approved by the Trainers Network on 10/21/76

1. The Training Office will assume administrative responsibility for sponsorship of the CEU system.

2. Any City agency may request authorization to award CEU's for training programs that meet the appropriate guidelines and criteria. These include evidence of:

   Planning and organization for the program,
   Well defined purpose and objectives,
   Measures to assess participant achievment of objectives,
   Evaluation of course and instructor,
   Capable direction and qualified instruction,
   Records of student attendance, and
   Records of program implementation including changes in plan

3. Authorization must be requested and given in advance of announcement of CEU's for a course and before the course is begun. Authorization will not be given retroactively. The Training Office will respond to requests within one week of their receipt.

4. Standard certificates will be available containing space for course title, number of CEU's, student's name and signatures of the City Manager, and course director. Certificates will be distributed by the instructor after all requirements have been met. Agencies are free to substitute certificates of their own design.

5. Upon course and evaluation completion, the instructor will forward rosters, evaluation documents, course records, and attendance records to the Training Office.

6. The office will keep a record of each authorized course containing all the information referred to in numbers 2 and 5 above.

7. The training office will keep a record for each City employee receiving CEU's containing the name of the course, the sponsoring agency, the number of CEU's awarded and the dates awarded for each course successfully completed.

8. After CEU's are awarded, the instructor will notify each participant's agency head, departmental personnel officer and the Personnel Department of the Course Title, Number of CEU's awarded and the dates awarded.

Draft #2
June 26, 1978

Appendix B-1

CITY OF CINCINNATI
APPLICATION GUIDELINES FOR CONTINUING EDUCATION UNITS

Continuing Education Units (CEU's) are nationally standardized educational "credits" designed to recognize participation in continuing adult education. The City Training Office administers a CEU program for agencies that wish to award such credits to employees for participation in training programs. An application form is available from the Training Office for agencies requesting City endorsement of Continuing Education Units.

Guidelines for Applicants

1. Authorization must be requested at least four weeks before the course starts. Authorization will not be given retroactively. The Training Office will respond to requests within one week of their receipt.

2. Only City-sponsored training programs are eligible to receive CEU's. CEU's will not be granted for workshops, seminars, or conferences sponsored by outside agencies or for which academic credit is given. In addition, professional meetings, organizational work sessions, or programs which deal with the internal operation of the City are not eligible to receive CEU's.

3. One CEU is awarded for each 10 complete contact hours of instruction. Partial units may be awarded for less than 10 contact hours, provided all other criteria are met (e.g. 7 contact hours = .7 CEU's; 17 contact hours = 1.7 CEU's; 17 1/2 hours = 1.7 CEU's). A contact hour is one clock hour or a minimum of 50 minutes of direct participation in a learning situation. This includes classroom instruction, laboratory or clinical sessions, field trips, or an equivalent instructional hour. Breaks, lunch hours, and "homework" cannot be considered part of any contact hour.

4. Training programs for which CEU's are requested must provide evidence of the following:

   a. Rationale. This is a statement of the reason for offering the program. Applicants should demonstrate that the program addresses some organizational purpose and/or educational needs of the target audience.

   b. Instructor Qualifications. Applicants must submit evidence of the following for each instructor in a program: (1) familiarity with program content, and (2) ability or potential ability to teach. Both criteria may be demonstrated by the instructors' past experience, coursework, or recognition from the department, peers, or professional groups.

   c. Performance Objectives. Performance objectives should be the basis for determining the course content and teaching methods. They should be clearly stated and measurable. The objectives must be stated in terms of the target participant behavior or knowledge, that is, they must state what the participants will know and/or be able to do at the end of the course. Examples:

      Unacceptable: "To teach the basic concepts of Management by Objectives." (Stated in terms of teacher behavior; outcome is non-specific.)

      Acceptable: "To write five management objectives and the accompanying action plans." (Stated in terms of participants' target behavior.)

d. Methods to evaluate participant achievement of objectives. All participants must be evaluated as to whether or not they achieve each course objective. Evaluations may include discussion, observation, written or oral testing, task performance, etc. The method of evaluation should be congruent with the objective and must be stated in terms of participant behavior. Examples:

Unacceptable: "A written test will be administered one week after completion of the course in order to measure amount of material retained."

Acceptable: "The student must load and fire a kiln without assistance."

e. Course Content. This is a detailed outline of the subjects covered in the program. Course content should be congruent with the objectives and teaching methods.

f. Time Framework. A time framework for the course must be submitted. Time to be spent on each content area should be indicated.

g. Teaching Method. Applicants should outline the methods by which each content area will be taught. Examples include lecture, group discussion, instructor demonstration, audio-visual presentation.

h. Resource Materials. Applicants should indicate what resources or materials will be used.

i. Evaluation of course and instructor. At the completion of the course, both the course and instructor must be evaluated by the participants. A rating scale and/or open-ended questionnaire are acceptable. A copy of the evaluation form to be used must be submitted with the application. A form which is used repeatedly by a department need not be submitted each time if it is filed with the Training Office.

5. Individuals receiving CEU's must attend the program at least 80% of the planned time and achieve the program objectives (#4d above).

6. CEU's may not be awarded on an individual request basis. All participants who meet the requirements in an authorized program will receive the units.

7. Authorized courses may be observed by the Training Office staff or members of the City Trainers Network as part of a supplementary evaluation.

8. When the course and evaluations are completed, the instructor must forward the following to the Training Office:

a. rosters and attendance records,

b. summary of the evaluations of the course and instructor,

c. summary of evidence that participants achieved the objectives.

9. Standard certificates will be available containing space for course title, number of CEUs, date awarded, participant's name, and signatures of the City Manager and course director. Departments are free to substitute certificates of their own design. The primary instructor is responsible for seeing that

participants fulfill the requirements and for distributing the certificates.

10. Instructors must submit the following information to each participant's department for personnel records: Name of participant, course title, number of CEUs awarded, and date awarded.

11. The Training Office will keep a record of each authorized course containing all the information referred to in numbers 4 and 8 above.

12. The Training Office will keep a record for each City employee receiving CEUs containing the course title, sponsoring department, number of CEUs awarded, and dates awarded for each course successfully completed. This information will serve as a "transcript" and will be kept on file as long as the participant is a City emplcyee.

CITY OF CINCINNATI

APPLICATION FORM FOR CONTINUING EDUCATION UNITS

Complete this form four weeks prior to the starting date of the course and send it to: Training Office, Room 28, City Hall. The "Application Guidelines for Continuing Education Units" should be used as a reference when completing this form.

Keep one copy of this form for your records. In addition, please attach any materials which will help the Training Office evaluate this request.

Note: Materials of the instructor's own design may be substituted for part of all of this form. However, all information requested on this form must be submitted.

Contact person regarding CEU authorization:

Name_____

Department_____

Mailing Address_____

Office Phone_____

1. Title of training program_____
2. Sponsor of program (Dept./Div./Other)_____
3. Dates of Program_____
4. Location_____
5. Total number of contact hours_____
6. Maximum class size_____
7. Target audience_____
8. Will this course be open to employees outside your department/division on a space available basis? (Not required to receive CEUs)_____
9. Need for this program (rationale)_____

10. Summary of instructor qualifications:

    a. Name (Primary Instructor):_____

       Qualifications in
       course content:_____

       Qualifications
       to teach:_____

    b. Name_____

       Qualifications in
       course content:_____

       Qualifications
       to teach:_____

    c. Name_____

       Qualifications in
       course content:_____

       Qualifications
       to teach_____

11. How will the program and the instructors be evaluated?
    (Attach copies of any evaluation tools.)

12. How will records of participant attendance be maintained?
    (Attach any forms to be used.)

13. Program Design: Information on each of the following elements must be submitted (use attached form).

    a. Performance objectives
    b. Course content
    c. Teaching method
    d. Time framework
    e. Instructor name
    f. Resources and materials
    g. Method for evaluating objectives
       (copies of evaluation tools must be attached)

Applicant's Signature_____

Date_____

LM:pdb
6/10/80

PERFORMANCE OBJECTIVES	COURSE CONTENT	TEACHING METHOD	TIME FRAMEWORK	INSTRUCTOR NAME	RESOURCES	METHOD FOR EVALUATING OBJECTIVES

CITY OF CINCINNATI

CONTINUING EDUCATION UNIT APPROVAL FORM

Date:

To:

From:

The Training Office has reviewed the application for Continuing Education Units for _____.

The status of the application is as follows:

___ Application is approved for _____CEUs or _____contact hours.

___ Application is rejected because _____
_____
_____.

___ Application is pending upon clarification of:

We do not have any information on each of the following areas:

1. Rationale for offering course
2. Behavioral objectives for course
3. Measures to assess achievement of objectives by participants
4. Program design
5. Instructor qualifications
6. Is this an internal training program
7. Evaluation of course and instructor

Please refer to the attached application guidelines and application form which details what is needed for each of the areas mentioned above.

Comments:

In order to receive approval, you must forward the required information to the Training Office at least one week prior to the starting date of the course. If you have any questions, please call the Training Office at 352-3672.

FOR OFFICE USE ONLY

CITY OF CINCINNATI
CEU AUTHORIZATION CHECKLIST

Appendix D-2

Title of Program _____ Date Received _____

Department _____ Date to Return _____

CRITERIA	+ or -	COMMENTS
1. Rationale Addresses organztl purpose OR Relevant to needs of learner		
2. Behavioral Objectives Stated in terms of participant behavior Measurable		
3. Assessment of participants Related directly to objectives Stated in terms of participant behavior		
4. Program design Includes: time framework specific outline of content outline of teaching method presenter (s) resources		
5. Instructor Qualifications Familiarity with program content Ability/potential to teach		
6. Internal Training City-sponsored training program No academic credit is given Not related to internal operation of City		
7. Evaluation of course and instructor (form)		
8. Materials meet deadlines for submission four ~~Three~~ weeks prior to start of course		

Approved _____ Reason not approved: _____

Not Approved _____

Pending _____ Clarification requested for: _____

_____

Comments: _____

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_____

Reviewer _____ Date _____

FORM 17 a MAZV

CITY OF CINCINNATI

INTERDEPARTMENT CORRESPONDENCE SHEET

Appendix E-1

DATE February 28, 1978

TO William Clark, City Personnel Officer

FROM Leon Met, Training Coordinator

COPIES TO Bret McGinnis, Recreation; Dona Lansky, EEO Division; Ron Meyer, Personnel

SUBJECT Uses of Academic and Continuing Education Credit Systems

Thank you for sending a copy of your February 21 memo to Ron Meyer withholding approval of the Recreation Department's new class specifications for Turf Manager positions because they" . . . proposed equivalancy of continuing education units (CEUs) with college academic credits. . . ."

I'm glad that you've raised important questions about the use of credits as qualifications and want to share some observations with you and those you addressed in your memo.

As I mentioned in our informal discussion, I believe that academic credit and continuing education units do not, by themselves, establish posession of any knowledge, aptitude, skill, or personal characteristic that may be required for a job. Both provide a means of equating numbers of contact hours of instruction planned for a course or program with a number of credits or units: about ten hours for one in the C.E.U. system and in academic quarter systems; about fifteen hours for one in academic semester systems.

Academic credits are provided in a framework that leads to a formal degree. C.E.U.s are provided in programs that are designed to meet specific objectives and usually are not related to a larger course of study. Institutions that offer academic credits are accredited by agencies composed of peers. The use of C.E.U.s is sponsored by the National University Extension Association (N.U.E.A.). The former periodically monitors institutions, the latter does not. Neither monitors specific courses.

Neither academic credits nor C.E.U.s are inherently more venerable, valuable, or viable in matching people to positions. They do not, by themselves, establish what was taught or learned. Indeed, there are wide variations in standards and practices within both systems of credits. I suspect, there is more difference within each system than there is between them. Colleges' and universities' long standing refusal to accept credits for transfer from other institutions without examining what was taught and learned is only one result of this widely acknowledged variation.

I believe it is important to maintain high standards for job related performance in our selection process. However, the merit of the standards and qualifications comes from their accuracy in establishing competencies related to the work performed on the job. Neither formal education, continuing education, nor work experience - by themselves - represent higher standards. They are merely different forms of evidence to establish qualifications. We risk lowering standards when we attribute qualities to them that they do not have.

Uses of Academic and Continuing Education Credit Systems (cont.)

Your question ". . . as to how academic credits in mathematics equates with credits in turf management and horticulture . . . ?" illustrates the point. They equate only as measures of contact hours of instruction planned for a given course or program. Beyond that they should be assessed as to relevance in establishing competencies for job qualifications. Where relevant, further assessment of course or program content, instruction, and learning outcomes is called for. Otherwise we allow simple posession of a credit to establish posession of a competency.

Allowing use of any system of credits to substitute for, rather than to support, management judgement would represent a misuse of education, training, and credits. Paraphrasing John Gardner, it could well result in poor selection of mathematicians and turf keepers; or worse, mathematicians for turf keepers.

I think the Recreation Department should be commended for its willingness to explore ways to provide competent, job-related in-service training programs and its willingness to accept accountibility for the results of those programs in the selection qualifications for its personnel.

I hope these observations are helpful in exploring the issues you raised. I'd be pleased to discuss them further with you or anyone else involved.

Leon

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A QUALITY CONTINUING EDUCATION UNIT IN THE PROFESSIONS AND ASSOCIATIONS

Jeanette G. Chamberlain*

Introduction

Continuing education has, particularly since World War II, become an increasing concern to the professions and associations.

It seems that only a short time ago "continuing education" was of little significance to professionals; today, however, the words are standard terminology used by all professionals and their associates in business, industry, various organizations, institutions of higher learning, the legislatures, service delivery systems, institutions, and a host of other interested parties.

The question might well be asked, "Has this usage come about by reason of knowledge explosion or as a result of clamoring by professions and associations for more education and/or training?" In the health professions, with which I am most familiar, I believe it is because consumers of services are demanding better general health-mental health care as a result of increased knowledge, and there is the threat of new governing legislation for mandatory continuing education courses for relicensure or recertification of the profession.

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*Chief, Psychiatric Nursing Education Branch, Division of Manpower and Training Programs, National Institute of Mental Health, Alcohol, Drug Abuse, and Mental Health Administration, Public Health Service, Department of Health and Human Services. Note that the views presented by the author do not necessarily reflect the opinions or official position of the NIMH or the DHHS.

Any or all of the foregoing premises may be valid, but all too frequently neither the learners nor the program developers ask the question, "What effect will such additional learning have on the improvement of services?" or "What assures quality in those continuing education experiences?" and, finally, "How often does the learner ask himself or herself, 'Why should I be motivated to enroll in a continuing education experience?' or 'What are the advantages to me--to patient care or to clients?'"

For example, Dr. Adrian Cowan, a dentist, writes that he believes that the primary motivation of the average dentist is influenced by his personal ambitions for a successful and well regarded practice; extension of his professional education; his age; time; and last, but by no means least, financial considerations.[1] I believe these criteria could be applied to members of any of the professions or associations.

This paper will focus on the specific topic of how to assure quality in continuing education and the continuing education unit offerings or perhaps even pose the question, "Can we assure quality in continuing education offerings and the CEU?"

The CEU is not, by definition, a qualitative measurement. The quality comes about as a result of the National Task Force developing criteria to measure achievement used in governing the award or withholding of CEUs.

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[1]Adrian Cowan, "General Comments on Continuing Education," International Dental Journal, 25(1):1-7, March, 1975.

The CEU is earned only after it is determined that content, format, and methodology are present in the CE offering. The criteria provide an excellent framework for us to deal with the qualitative measurements of continuing education and CEUs at this annual meeting. The Council has identified criteria.

Time does not allow me to address all of the criteria, nor do I admit to competency in all areas; however, I will discuss four issues which I believe impact the quality of continuing education offerings and CEUs with which I am most familiar.

My primary concern is whether or not we are expecting too much from the words "continuing education." There could be overkill. In the health and mental health areas, the purpose of continuing education is to allow the professional to maintain a level of competency and meet the standards of practice identified by his profession which will ensure the improvement of health services.

Miller wrote, as far back as 1964, that in order for meaningful learning to be experienced by adults, five basic conditions must be met. They are: (1) students must be adequately motivated to change their behavior, (2) they must be aware of the inadequacy of their present behavior and the superiority of the new image they are required to adopt, (3) they must have a clear picture of the new behavior, (4) they must have opportunities to practice a new behavior with a sequence of appropriate materials, and (5) they must have continuing reinforcement of the new behavior.[2] How many continuing

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[2] H. L. Miller, Teaching and Learning in Adult Education (New York: MacMillan, 1964), pp. 33-50.

education offerings would meet these five conditions? Too few I am afraid.

With mandatory continuing education for relicensure and certification facing most of the health professions, a proliferation of continuing education offerings has resulted in many choices for participants. These offerings are not always sponsored by an educational unit of a recognized organization or profession. Many commercial enterprises have emerged as providers of continuing education activities. Dr. Paul Ward, writing in a medical journal, referred to this situation when he asked, "What are the motivating factors for the provider in constructing a continuing education course?" He does not necessarily believe it to be a direct money-making situation, but rather something to be governed by other influential factors, e.g., (1) the desire to pass on to others knowledge and information you have and they don't; (2) recognition of colleagues, their fame, and the regards thereof; (3) to promulgate personally held concepts or techniques that the profession is either slow to accept or has rejected; and (4) a marginal and subtle means of advertising that is acceptable to colleagues.[3]

Are the participants looking for quality or are they trying to meet specified requirements when selecting these types of continuing education activities? In its criteria for awarding CEUs, the Council addresses these issues; however, the question becomes, "Who monitors the commercial programs or programs not attached as an

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[3]Paul H. Ward, "The Need for a Postgraduate Review Committee for These Courses," ORL, 82:642-645, November-December, 1976.

educational kit to assure quality?" How many of the commercial types of continuing education courses apply for CEUs or approval from their professional associations? If the profession establishes the criteria for standards, should we also expect the profession to monitor? I am convinced that monitoring requires regular on-site visits to meet with the people involved in the execution and implementation of course offerings. Accountability and responsibility must be expected from the administration of continuing education courses and programs if we are to have quality assurance in the awarding of CEUs. Closely monitoring programs also adds to increased costs. Who bears this expense? Should it be the learner, provider, professional, or all three? Generally, however, it is a sponsoring agency, such as the Federal government that bears this cost.

All that has been said leads me to the second issue of quality assurance in continuing education programs in awarding CEUs, that is, the area of planning. The program criterion for the CEUs states, "The program or activity is planned in response to the educational needs of a target population or clientele group." I put the question, "How many of you have sat on review committees to assess and evaluate continuing education offerings?" Or, alternatively, "How many of you have studied brochures in which it was obvious that the topic and the faculty were selected prior to assessing the educational needs of the identified target population, objectives were not written according to the educational levels of the trainees, or no determination of achievable goals was evidenced?"

A planning system for continuing education offerings is a must if the learning needs of the target population are to be met. This begins with a needs assessment such as: What does the target group need to know or relearn? Which of the practice skills needs updating or upgrading? Is there a representative of the target trainee group represented in the planning phase?

One of the problems with this criterion is that we have not determined qualification standards for leaders or directors of continuing education programs. Who are they? What qualifies them for their positions, either academically or by work experience? What academic preparation and experience should we expect of them? Note, too, that directors of continuing education or their programs have not always enjoyed the highest prestige and status in their host institutions. I believe that without properly qualified directors of continuing education programs we cannot expect quality continuing education programs to meet the CEU's criteria, whether it be in the planning or implementation part of the offerings.

Not only must we be concerned about the expertise of the leaders of continuing education programs and activities, but we also need to be concerned about the reviewing bodies that make judgments on the courses or programs to be approved in the awarding of those courses for CEUs.

Since people are people, and as such have frailties, ergo, we can look at the vulnerable spots of those who, by virtue of inefficiency, poor judgment, or other inexplicable problems which can and do occur beginning with the units of measurements, approve the course offerings.

Though continuing education has expanded drastically during the past 20-30 years, it is essentially still an infant; we still lack leaders to call upon to set and evaluate standards. The profession of nursing has developed regional committees to review and accredit continuing education programs; however, when the reviews and proposals for approval of continuing education courses get to the local level, many of these local units are without educational leaders with expertise, and courses oftentimes are acted upon and approved when they should not even have been submitted for review, let alone have been approved. Professionals become overextended and do not have the time, energy, or interest to read and pass adequate judgment on course offerings.

TIMING is of the essence and is my third theme in considering quality in continuing education and CEU ratings. Timing is especially important in the planning and implementation of program criteria. Some of the factors to be considered are:

1. Choosing course topics for CEUs. Topical areas are as stylish as spring fashions. What is in vogue this year may not be six months or a year from now, e.g., "Death and Dying," "Crisis Intervention," "Sex Therapy." In the mental health area, these topics attracted large audiences a few years ago, and entrepreneurs evolved as a result of these topical areas. Have all of these course offerings been of quality substance; were they well-planned with audience participation in planning; did they have formulated objectives, qualified

instructors, and effective evaluation for practice changes in improved care? I very much doubt if all would meet the CEU criteria.

2. A second element of the timing process is to attract the correct target population or the right level of participants according to the course objectives. A course offering may be focusing on the general medical practitioner, but the course is being offered during consultation hours of a week day. A solo practicing physician may prefer a week-end seminar to a two-day work-week conference whereby his/her participation is lost. This is especially true for any isolated rural practicing professionals. Can continuing education offerings be provided as a satellite program in the rural areas at a reasonable cost in time and money, or can professionals spare the time to be away from their practice sites an extra one or two days? Generally, the answer is No, since in many places back-up professionals are not available if a practitioner leaves his/her home base. These are the factors, along with quality assurances, which must be considered.
3. Timing is also important insofar as who is available as an instructor. An instructor with a national reputation may be more difficult to schedule than a local or regional person. What does this do in relation to planning, executing, and timing of the offering? Is the

continuing education offering built around the national expert or is the offering built around other criteria to utilize a regional or local expert who holds excellent credentials but not recognized nationally, and the activity held at a time suitable for the trainees?

My fourth and last concern to address is evaluation. The criterion of the CEU for evaluation states that "evaluation procedures determined during the planning process are to be used to measure the effectiveness of the program design and operation." The criterion further states that the evaluation should apply to the sponsors, programs, and participants.

During my several years of experience as an administrator and program planner of continuing education programs in mental health, evaluation is the one area of continuing education which mostly gets short-changed. Evaluation plans are submitted, intentions are good, budgets are slashed, and evaluation is the first to go; however, I believe for a continuing education program to offer qualitative CEUs, the three identified levels of evaluation are necessary. Evaluation should be regarded as a continuous, circular, feedback process and some type of evaluation is absolutely necessary at all levels. Evaluation becomes the base for "enlightened decision making" which, hopefully, leads to improvement in the education program. Evaluation also requires close monitoring. More work is definitely needed in this area as most published evaluations do not indicate positive effectiveness of continuing education.

Summary

In order to assure quality in continuing education programs in awarding CEUs, research and demonstration programs are necessary. We actually know very little about continuing education, who benefits most from it, what types of learning models are best for practice change, what should be the expected results of continuing education offerings, and what effect will continuing education have on the professions. Some of the health professions also are concerned about ages of the participants. What age group profits most?

Many of us professionals who are faced with mandatory continuing education for relicensure want assurance that those continuing education programs in which we enroll are worthy of CEUs; however, stumbling blocks do exist along the way which prevent the best intended criteria from bringing about quality programs. I have mentioned a few of these in this paper. In my literature review of the health professions, it seems as if all of the professions are at an equal place in development of continuing education, with no profession a utopia.

Professionals and their associations have a responsibility to be quality conscious and more demanding of continuing education instruction.[4] We need to think of a program of continuing education units rather than a hodge-podge of unrelated courses, or maybe related but in an unsequential ordering. We plan academic courses as

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[4]Michael Samek, "Quality in Continuing Education?" Canadian Journal of Optometry, 40(3 & 4): 90-95, Supplement No. 1 to November/December 1978 issue.

a program building upon learning constructs. Why not do the same with CEUs?

I believe Dr. Louis Phillips summarized quality continuing education well in his 1976 article in Physical Therapy when he wrote: "New responsibilities of curriculum development, program monitoring, evaluation of individual progress, and the implementation of recognition programs must now be assumed by the professions. The accountability and resulting public esteem rests in the hands of those who know the profession best."[5] Continuing education programs which use the CEU are making a commitment to its users and to the public that clear standards and objectives are to be met and provisions are being made to meet them.

I would add that the responsibility rests not only with the professions, but also with the consumer and the provider of continuing education. By intent I have frequently used a query during my presentation when I could just as easily have made a statement. My hope was that such a procedure would engender a sprightly question and answer period.

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[5]Louis E. Phillips, "Continuing Education Unit: A New Dimention in Continuing Education," Physical Therapy, 56(5):559-563, May, 1976.

NOTES OF WORKSHOP RECORDER ON "A QUALITY CEU IN FOUR-YEAR COLLEGES AND UNIVERSITIES"

Milton R. Stern*

The CEU as a measure of standardization in universities (as used presently) is a measure that has been lost sight of a little bit. College credit was invented but not used much in countries other than the United States until recently. The issue of accrediting associations is fairly recent within this century. The admittance of students to colleges was much more casual and was obviously devoid of tests such as the SCAT.

Now we have achieved the value of standardization of credit within universities. As we deal with the CEU, the first organizing session was held in Washington in July 1968 with approximately 40 people attending representing NUEA, AEA, Civil Service Commission, large employers, etc. The purpose of the session was to discuss a commonly acceptable standard so that, on the basis of a record, it could be determined whether people were qualified for promotion in terms of education they present. It had and does have a very practical purpose from the student's point of view and from an employer's point of view, as well as from a provider's point of view, whether they be from in-service, universities, professional societies, private entrepreneurs, etc. From a provider's point of view, we derive from the

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learner's purposes, and almost exclusively from an employer's purposes, any other values that may apertain to the CEU.

The CEU has been successful, but the value of the CEU has been inflated because it is possible for CEUs to be awarded by organizations without hindrance, as long as the organization sets up a seminar or a workshop.

In 1890, 97 percent of all secondary school graduates went on to college because there were very few high schools or universities. The entire purpose of secondary education was to send people on to college, and it wasn't until the early 1900's that we started to have the emergence and explosion of the democratizing influence of the high school. It was only during the second decade that we started to have any numbers of people going on to college. We added on compulsory schooling, and now we have effected professional education--lifetime education for professionals. While this education may be voluntary as opposed to mandatory, there is a professional, ethical, dollar urge to continue going to school.

The acceleration and spread of continuing education is an important change. Yet, the control of the CEU is out of the hands of universities and colleges. It was launched as a joint effort of the groups mentioned earlier; but because of the way it was launched, it was not long before it was out of their hands.

One of the things I've observed, as far as the Task Force on the CEU and the later Council on the CEU, is that people said, "Gee, isn't this great; it's so successful." Success has its difficulties, and this is particularly apparent in the college and university group

and junior college group, but particularly the university group, who think this is in their control, but it isn't.

They are the first ones who (in my simple, direct, academic language) "sell out." There are numerous colleges, some of them most distinguished, who sell out. For example, the Wharton School of Business at the University of Pennsylvania offers courses carrying CEUs that are actually organized and conducted by a jobber who has by contractual arrangement with this and other colleges and universities begun providing continuing education.

That bears on the CEU because it represents the issue of quality control in a different way as we face it. The CEU is a modest, simple measure of quality. It says nothing about the issue of relationships among institutions. It says nothing about your own role as a competitor, not only with sister institutions across state lines, but also with individual enterprises and professional societies. It says nothing about the opportunities for your cooperating and dealing with these organizations in useful and meaningful ways.

Let not my tone of voice deceive you. I'm trying to be calm and even-handed about this. I won't succeed because my point of view is pretty clear. At the same time, all of this is legal and legitimate and, if the price is right, I might sell out myself. Question: Why not, if you don't have the faculty and conditions to present the programs? Answer: Let's take an organization like Penton Learning Systems which goes to a large university in Oklahoma. They say we will do this for you right here, we can do it better, it'll be cheaper, and you'll get all this money. The university says no. So they go to another city

and get another university to sponsor it. That raises an ethical issue, not of quality, but of ethics. If you say, "why not," when it comes to a question of an institution which does not have adequate staff, facilities, and so on, I think you go into a question of accreditation and responsibility. It may well be because it's not in the charge or purpose that's established by the institution. There are many institutions which have expanded their purposes, and here we do move directly into the CEU as an instrument. They have used this instrument to move into quality programs. I'm not questioning the quality of the Penton programs. That is not my point. I want you to keep in mind, as we discuss the details of the CEU, the other levels of political competition that underlie this situation in which universities handle so apparently simple a measure of quality control as the CEU.

Question: Why not, when you choose not to use your own faculty, such as in the school of business, who are competent?

Answer: If you do use your own business faculty, then you are in the hands of the AACSB. Why not lies in the fact that in order to maintain accreditation, schools of business must have 75 percent of all classes taught by their faculty. Therefore, they will not allow you to not use their faculty. I'd rather answer with "why?" Why would you do it? What reason would you have to serve your community other than making money?

An aside comment made was that these organizations came to the universities with these offers because they wanted to use the institutions' prestige and the surrounding environment to draw people to their programs. In other words, you're selling your name.

It was pointed out that the reason for using a jobber is not for money, because the percentage return is actually not higher. But we are in a competitive situation with everyone moving at once. Let's take the situation with a school of business that is willing to review the programs and will let you do this. Do they want anything for it? Do they get any share of the action? A participant responded to the question that, of course, they share in the profits even though they only reviewed the programs. Now you give the reason of why do it--due to a combination of factors. You say you are performing a service and you are. You say also that we cannot perform this service without income and you're getting that. Additionally, you say that you have to pay for the service performed internally by the business faculty. However, you say that you can perform this better yourself or at least that's what I thought I heard you say.

Another participant pointed out that her institution used a learning system as well as her own faculty. The advantage to the learning system is that she can fire these instructors where she cannot the university faculty. Dr. Stern agreed that this was an advantage, but wanted to know what other advantages there are. A response was that these learning systems do the market research for you. Answer: So you are depriving yourself of the ability to have this market research know-how so that in the long run you are in their hands. In effect you say they are doing a job for you by contracting with you but perhaps they think of it as your contracting with them and you are essentially like a queen and being used by these little worker bees from the Penton Learning System or whatever.

To look at both sides of the issue, it was pointed out by Dr. Stern that some of these programs are extremely imaginative and valuable and some are far better than those which could be mounted with your own resources. Taking it ethically, it is perfectly clear that we do the same thing. We hire people who are outside the framework of the university jurisdiction and we get outraged when one of them is sophisticated enough to create his own professional corporation and says, "Instead of paying me, pay my corporation." Then I say, "I will not because that's not the way we do business." Theoretically, in one dimension, which is the ordinary give and take of the arena of competition, we are purely entitled to contract with such organizations. It is indicated as a desirable step as long as they are honorable and not crooks. Is there something special about universities or higher education which makes it desirable for not doing this rationally? Is there something about us which says this has potential for dangers? I think there is--it goes to the issue of what I choose to call (because it rhymes with quality) polity which is really the relationship among ourselves as institutions.

The university response to this situation is irrational because they act as if they have control when actually it is out of their hands. What is the real response in this society for the emerging need for more educated people? The creation of the community college is the real response of this society.

A participant then asked Dr. Stern what it was that he objected to as these learning systems do provide for the education of these learners?

Answer: I object to the displacement of the university (which I regard as a very conservative position) through its own volition and without taking thought from a central place in the provision of continuing and higher education in the U.S.

What I have been describing here is essentially a disorderly market. I object to so much and I support so much. This is a situation which is disorderly and if my presentation has somewhat of a compulsive aggressiveness about it, that is exactly the way I feel because I am so mad at this being so disorderly, so ill-kept, so out of control, and particularly out of the mindful control of the people who should really be paying attention--the leadership of American universities.

Let's get back to a CEU issue. What is the balance between quality control with or without a CEU or other forms of accreditation and making a living as we are entitled to? We have standards laid out but it's just as good as its enforcement. We thought as we laid it out in 1968 that we had it in our control and it would move with all deliberate speed, but it moved a "hell of" a lot faster. Sometimes we groan about being within the framework of academic controls but the practical fact is that the academic controls are protective of quality of continuing education programs whether or not CEUs are attached. If you have a conservative, diligent faculty, you are protected against your worst temptations. You can't really sell out to the devil very well if you have a conservative faculty.

A participant responded that it seemed that what Dr. Stern was describing was an ethical professional management approach to continuing education, the same kind that's made our universities great. Dr. Stern

pointed out that the weakness in universities essentially is a management weakness depending upon situations at particular institutions, but decentralized continuing education systems definitely will cause problems. The administrative task is to walk in the marketplace and keep your virtue.

It is terribly important for us to use CEUs sensibly and against a standard, a moral standard, which goes back beyond the quality of instruction. It goes beyond the issues we've been discussing and beyond the guidelines which are now in effect. It seems to me that we have an extra obligation in universities and in our own small way we can help rebuild, if we work at it, a claim that the university may have the preeminence in dealing with continuing higher education.

Question: Is it your experience that your or other universities will approve programs that are not university programs? Say a local agency which is small wishes to put on a program and would like to get CEUs for their program and they come to you and you serve essentially as a clearinghouse by approving their faculty, etc.

Answer: Every accrediting agency in the U.S. is against this. I will quote that which governs the state of California, section 9D of the accreditation standards of the Western Association, which says that on contract programs the university must exercise authority over hiring, receipt of monies and enrollment of students. That includes, in my books, non-credit enrollment and I think it is specified in the Western Association. It is against the policy of all regional accrediting associations.

Question: Is this true if you monitor the program?

Answer: You are supposed to monitor the program. The issue is what kind of monitoring. Monitoring means that you received the money in the first place and you, therefore, have a direct relationship with the students. That is a crucial element. You do not take a block fund from anyone else. There is one exception to this which I think is entirely permissible. If you are conducting a program for a single corporation in which you send out an instructor on a contract for given cost, they choose the students, you're not involved in any kind of supervision beyond the sending of the instructor, it is permissible unless they ask for the addition that the course be given credit. Then you are in the gray area where you have considerable argument in the whole collegiate field whether this be credit. CEUs is another question--there I think it is legitimate to offer CEUs if you provide the instructor as attendance is assured.

Question: For CEU courses, do you have some routine evaluation as you do for other courses?

Answer: Yes, because we don't give any exclusive CEU courses.

Question: So then each course would have some sort of evaluation built into it?

Answer: Yes, they all do. We have student evaluations and we have periodic visitation as well. All we have for the CEU is an attendance requirement. Fundamentally, that's the way it stands provided you satisfy the input measures. The only outcome measure you have is attendance. If they sat there, you can assume they've gotten something.

Question: How do you get an effective evaluation measure?

Answer: People come for diverse reasons but they come to a given class and, therefore, the measure of ethical responsibility is to describe the class in a certain way, the purpose of the class. You measure the students on the basis of the purpose of instruction. If the presentation was in accordance with the stated purpose of the class, you can then evaluate it on the basis of the stated purpose. That is not a complex problem. I think the real complexity of the problem lies in an area where I'm not really much concerned about CEU applications. It has to do with humanities and arts classes where people may come for a wealth of reasons which we know not of and I want instruction to embrace as many of them as possible. That is a very difficult thing to instruct. Another problem and a rather more basic one that we face in instruction from the word go is the homogeneity of the basis or level. That's the real problem for an instructor as he faces a class and a real problem we have in teaching teachers how to teach.

Question: Back to the issue of outside agencies and the instructors sought by these agencies. If these instructors are approved by the institutions to teach the courses, do you feel it is okay to do this?

Answer: I think it is entirely legitimate within accordance of the rules of your institution and I hope that the rules won't be so lax as to allow this to happen without adequate supervision of the instruction that goes on. What do I mean by adequate supervision? Adequate supervision means primarily in the first instance the choice of the instructor. That's the primary responsibility. If you as an

administator have a serious sense of functiou in choosing instructors, I won't belittle the notion of outcome of evaluation. It is an important issue in the area of competence. In reality, in the field, competence is much less important than the area of performance evaluation. There is a difference between university approaches to competence and beyond university approaches. The university approach is when we send the newly-fledged doctor out to the world, we guarantee that he is able to perform. In the field, what you're measuring is his already achieved performance. We are slightly limited by the traditional approach to evaluation--that evaluation means that we guarantee the ability to perform and I feel that isn't the way it works. When we deal with the world of continuing professional education, we deal with the world of professionals. Their competence is shown by their performance.

A QUALITY CEU IN BUSINESS AND INDUSTRY
PART I

Jerry A. Anderson*

Interest in the CEU has just recently surfaced in many areas of Holiday Inns. While HIU is responsible for approximately 150,000 training hours per year, there are at least 16 other major groups within the Holiday Inn system that conduct extensive training:

Reservations

Marketing

International Division

Pipers (Parent company restaurants)

Hotel Group Training

Corporate Training

Gaming Division

Transportation Division

Holidex II

Even internally, within Holiday Inns, we have a problem communicating with each other regarding the value of the training programs.

Basic Problem: No common denominator—no way of weighting the value of the courses.

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*Director, System Education, Holiday Inns, Inc., Olive Branch, Mississippi.

Result: Because of a lack of a standard unit of measurement we do not know either the quality or quantity of the education programs we offer!

Conclusion: Holiday Inns needs a standardized, internal accounting system for our education programs for three specific areas:

1. as an aid in the career pathing process,
2. as an incentive to participate in continuing education programs,
3. as an instrument to measure the quality and quantity of the continuing education effort.

Allow me to amplify just briefly on each of these needs:

1. The career pathing process can be improved to the benefit of employee and employer by having a standardized educational measurement system because:
   a. Long range--forces employer (Holiday Inns) to develop well-thought out, long-range plans for each job category. Because these plans are subjected to great scrutiny by virtually all interested parties, efficiency in HRD will result. Obviously, this is of great benefit to Holiday Inns' employee benefits because he/she can see the "big picture"--the educational requirements in the pursuit of various career path alternatives.
   b. Short run--the education plan clearly identifies the next educational steps for promotion:
      (1). provides a tangible target to focus on for the employee (effort concentrated in the "right" direction)

(2). reduces the chances for arbitrary and undeserved promotions

2. Record keeping of educational accomplishments is itself an incentive to continue with education.

Story: Not long ago we watched the NBA playoffs. The play was almost frantic. The teams raced up and down the court taxing individual and team resources to the limit. Would they have exerted this much energy and played so skillfully if no one was keeping score? Will competitors in any sport perform to the maximum effort unless a record is kept of the time, distance, weight, height, etc.? In fact, if no one kept score, would the athletes perform at all? I think a similar parallel can be drawn to the field of continuing education.

Basic tenent: Employees want to be successful and want to be observed being successful. Keeping record of educational achievements is a means of allowing that expression of self-fulfillment. An aggressive continuing education program is a win/win situation.

Employee: 1) pride in self
2) self confidence
3) efficiency on the job

Employer: 1) greater productivity
2) employee longevity

3. The third reason Holiday Inns needs a standardized internal education program accounting system is to measure the quality and quantity of the education effort. The continuing education effort will consist of:

--initial education (now mandatory for some positions, i.e., Innkeeper and F&B Director).

--annual minimum education to "keep up with the state of the art" (now mandatory for some positions).

--measure career progression in the area of education.

Using the CEU (Continuing Education Unit) will provide us with the quantity measurement we are looking for (one CEU per ten contact hours of instruction is a little "fuzzy" but we can live with it).

In order to identify the quality of the CEU (for internal purposes) we will probably recognize four categories of sources of CEUs:

Category 1--in-house education

Category 2--professional seminars

Category 3--formal education:

a. associate level

b. baccalaureate level

c. graduate level

Category 4--out-house education

Further, Holiday Inns would be interested in identifying the level of CEU:

Level A--introductory (non-management)

Level B--lower-management

Level C--middle-management

Level D--upper-management

For example, a 1 B 2.5 would indicate an in-house education program in a lower level management course for 2.5 CEUs (25 contact hours).

By using the category, level and the standard CEU measuring system, we hope we can achieve a means of effectively internally communicating both the quantity and the quality of an individual's education effort.

But there is an external use for the CEU that has not been recognized. Chuck Rose is the Director of Medical Education Programs at General Electric Company in Milwaukee, Wisconsin, and deals exclusively with the external uses of the CEU. To preclude "stealing any of Chuck's thunder" about his experience and use of the CEU, let's welcome Chuck Rose to the podium to tell his own story.

NOTES OF WORKSHOP RECORDER ON "A QUALITY CEU IN BUSINESS AND INDUSTRY"
PART II

Charles H. Rose*

Mr. Charles H. Rose had a brief slide presentation with no written material. A cursory summary of his slide talk is presented here.

Mr. Rose talked about the G.E. program that serves mostly outsiders, both on the level of training equipment users and the level of continuing medical education where improved patient care is an objective.

The G.E. Medical System Division of Medical Education was originally established as a customer training program and organizationally remains in the service training side of the G.E. organization. However, the program is now completely separate from equipment marketing programs.

The longer and more complicated courses are held in the Milwaukee area in a resort complex twenty miles west of the city. Twenty-three other locations nationwide are used for the other courses.

In 1977-78, 1,074 academic persons attended; 120 professional societies were represented. Of CEUs granted, 42.2 percent are for file records, 40.3 percent are used to give input toward promotions, 21.6 percent help in evaluation for raises.

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*Director, Medical Education Programs, General Electric Company, Milwaukee, Wisconsin.

Most courses follow the classroom setting and are didactic in nature. Sometimes hospital tours are included. Audiotaping is used, and they are experimenting with biofeedback while the student listens to audio cassettes. When concentration drops, the tape stops. As the speaker said, it is an experiment.

Printed materials and videotapes are also used. Videotapes are used only when slides or demonstrations cannot be used and then only if the presentation involves movement. Straight lectures are always given live, not on video.

Objectives are: quality education for medical education,
improved business image,
improved income.

The actual and prospective equipment customer represents the smallest number of registrants and is decreasing steadily. Students include: physicians (M.D., D.O.), and come from the specialties of radiology, pathology, internal medicine, physicists, pharmacists, technologists, and medical research. Courses include radiology, nuclear medicine, ultrasound, and tomography.

Organizational goals for continuing medical education are:

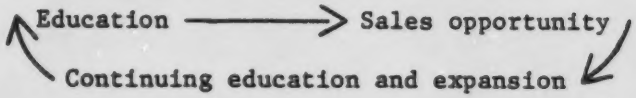
Medical education sales tool (but there is no overt sales pitch in programs)

Customer contact

Market awareness

Communication development

Dr. Rose presented a formula:



Other courses include management, human medicine, dentistry, and consultation.

Participants from the company are managers, engineers, specialists. Participants from outside are physicians, technologists, administrators, pharmacists, physicists, and engineers.

The academic approach includes credits, instruction, and examinations. Professional organizations have self-designed units in content and duration. Business and industry want credits and recommendations from the courses.

All of these different groups present problems with compatibility or exchangeability of contact hours and continuing education units. G.E. applies to individual organizations separately. One full-time person is employed in Rose's division to process applications for continuing education approval to all the diverse groups that would have members attending courses.

G.E. uses pre- and post-testing as a routine process of evaluating courses and students.

Question: What is the content of your courses?

Answer: Radiology, nuclear medicine, ultrasound, and tomography.

Question: How can your formula be used?

$$\text{Quality} = \frac{\text{Opportunity} \times \text{participation}}{\text{Evaluation}} = \frac{\text{Educational accomplishment}}{\text{Value}}$$

Answer: Our courses are designed around curriculum with advice from advisory committee and former students. The advisory committee passes judgment on each new offering. Each instructor receives a tabulation of the results of evaluation pertaining to his/her portion of the program. Main concern is about quality. Some courses offered for college credit.

Question: Do you give CEUs for the courses that get college credit?

Answer: No

Question: Do evaluations become a part of the student's record?

Answer: No

Question: Do recipients of CEUs know about evaluations being retained?

Answer: Former students are frequently questioned about courses and the courses restructured accordingly.

Question: Is your division considered a profit center by G.E.?

Answer: Yes

Question: Do you maintain records to be forwarded on request?

Answer: We use a manual and computer system. I don't trust computers. I would prefer an outside external computer system to establish continuity and protection of privacy.

Question: Do you pursue accreditation from all organizations that might be concerned in advance of presenting courses?

Answer: We have a full-time person employed to do requests to all of the associations and agencies.

Question: Does development of a formal written examination create problems?

Answer: Dr. Rose--Pre-test is used to evaluate the level of the student; pre-test is used as a study tool; post-test helps registrant understand the level of his newly learned knowledge.

Dr. Anderson--We ask the innkeepers what is needed. We offer criterion referenced instruction. Students are tested all along; that is one of the objectives of the learning module.

Question: How do you develop course content?

Answer: Dr. Rose--We do not lower the level of a program to reach lowest student. We take the student as far as he/she can go.

Dr. Anderson--From previous assessment of self-paced level. The student is allowed to select what he/she wants and/or needs before they come to Holiday Inn University.

Question: Why not list competencies instead of CEU in computer?

Answer: Dr. Anderson--How do you judge quality?

Dr. Rose--Number of the hours of training prescribed by the individual's association cannot be shortcut.

Comment: If attendee passes exam shouldn't he get CEU regardless of the number of hours put in?

Answer: Dr. Rose--The CE Unit is based on contact hours not on achievement. Quality of the CEU is difficult to assess.

A QUALITY CEU IN TWO-YEAR INSTITUTIONS

Barry L. Mellinger*

Outline of the Importance of Quality in the CEU

I. Introduction

   A. Amenities

   B. Purpose of Sessions

   C. Outline Conduct of Workshop

      1. Brief presentation
      2. Discussion
      3. Specific recommendations to Council on the CEU

II. My Experience with the CEU

   A. Membership on "The Task Force to Develop a Uniform Unit of Measurement for Non-Credit Continuing Education Activities," chaired by Bill Turner (late 1960's).

   B. Staff member at SACS

      1. Standard IX Study - "Special Activities"
      2. Development of Standard IX
      3. Participation in John Rhodes study, "Future Utilization of the CEU"
      4. Experience at two two-year colleges using the CEU

III. The CEU--What is it?

   A. A uniform unit of measurement--ten contact hours of participation in an organized continuing education experience under responsible sponsorship, capable direction, and qualified instruction.

   B. Why was it developed?

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1. Enrollment statistics
2. Funding--state
3. Allocation of institutional resources
4. Calculation of faculty load equivalencies
5. Recognition

C. What has been the impact?

1. Growth in total registrations in non-credit adult and continuing education activities. (Slide 1.)
2. Growth in number of institutions offering non-credit adult and continuing education activities. (Slide 2.)
3. Colleges and universities using the CEU. (Slide 3.)
4. At least 120 professional societies and corporate training departments are using the CEU.

   a. AMA 1974-78 awarded the CEU to more than 300,000 course and seminar participants.
   b. 1979 survey of training related personnel practices, the American Society for Personnel Administration found:
      ---the CEU is recorded in employee's personnel files of 42.2 percent of the companies sampled;
      ---CEU utilized in promotion decisions in 40.3 percent sampled;
      ---CEU utilized for pay raises at 21.6 percent sampled.

5. MGCJC--1978-1979

   Individual CEUs awarded--17,544
   Institutional CEUs awarded--75,379
   FTE individual CEUs--408
   FTE institutional CEUs--1,345.

IV. Essential ingredients in promoting quality in the use of the CEU.

A. Quality--the value of something based upon established criteria.

B. Two applications of the CEU

1. Individual
2. Institutional

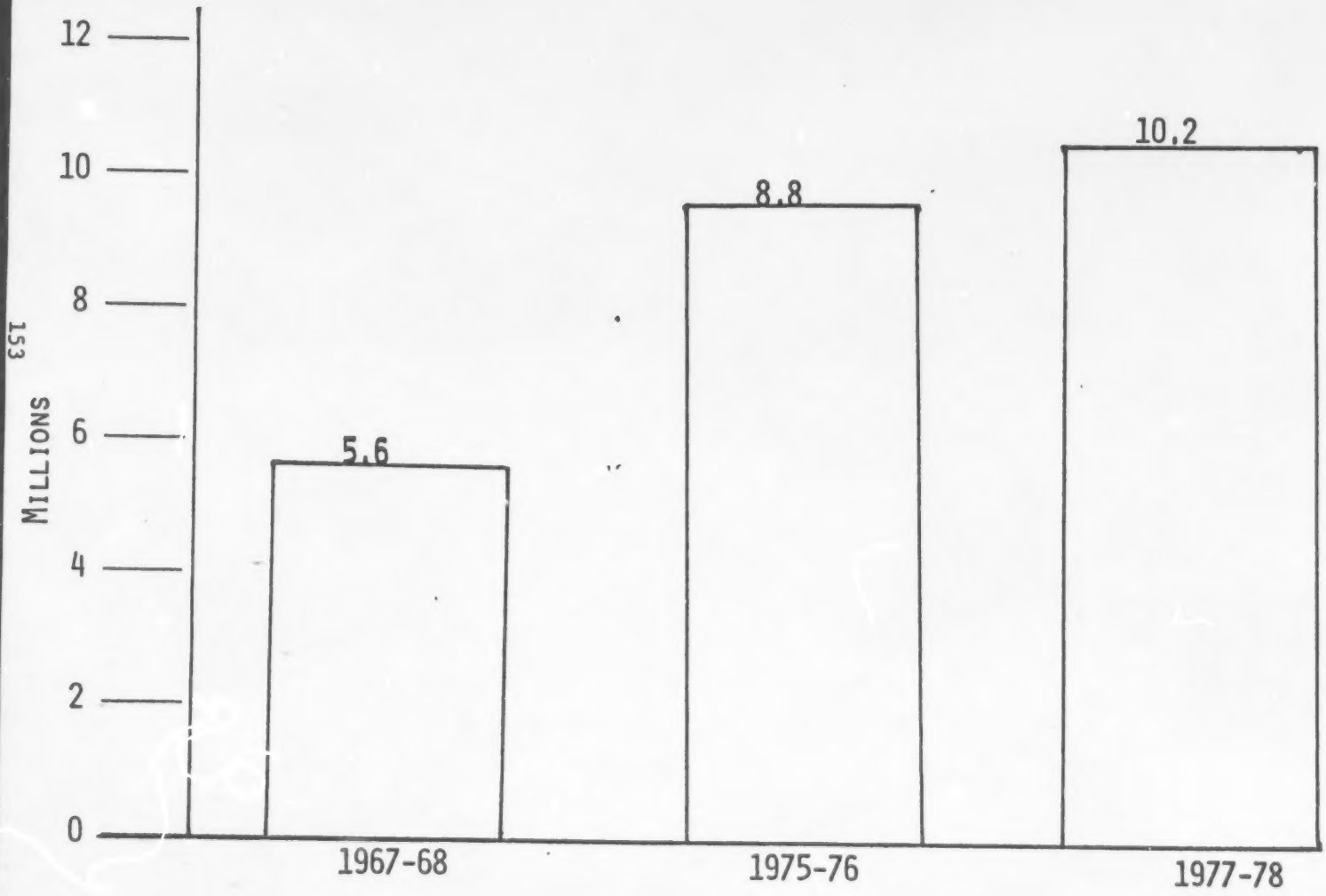
C. Criteria for awarding individual CEUs (Slide 4).

D. Criteria for awarding institutional CEUs (Slide 5).

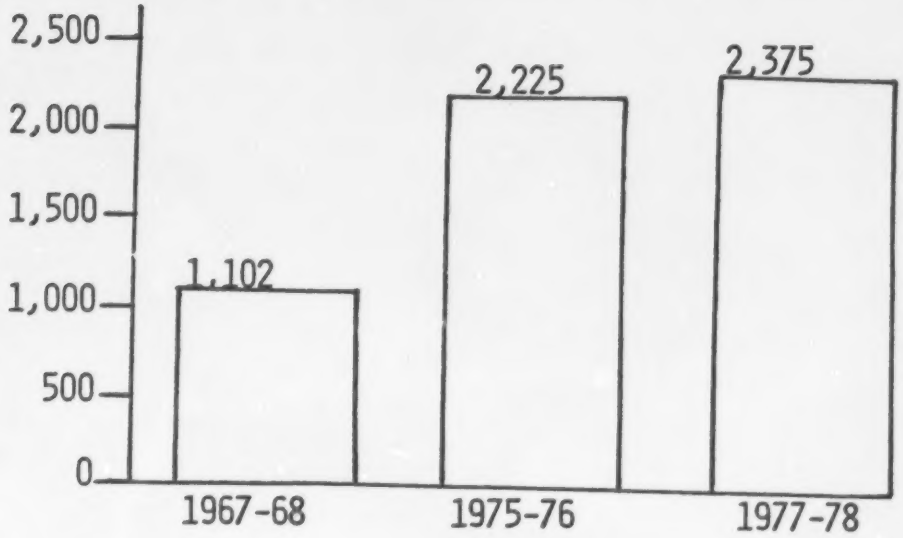
E. Examples of MGCJC materials

1. Certificate (Slide 6).

GROWTH IN TOTAL REGISTRATIONS IN NONCREDIT ADULT AND CONTINUING EDUCATION ACTIVITIES



GROWTH IN NUMBER OF INSTITUTIONS OFFERING NONCREDIT ADULT AND CONTINUING EDUCATION ACTIVITIES



BY LEVEL OF INSTITUTION, TRENDS IN THE NUMBER OF INSTITUTIONS OFFERING NONCREDIT ADULT AND CONTINUING EDUCATION ACTIVITIES ARE AS FOLLOWS:

	Number of Institutions		
	1967-68	1975-76	1977-78
TOTAL	1,102	2,225	2,375
UNIVERSITIES	146	157	160
OTHER 4-YEAR COLLEGES	534	1,076	1,236
2-YEAR COLLEGES	422	992	979

	Percent Increase 1967-68 to 1977-78
TOTAL	116%
UNIVERSITIES	9.6%
OTHER 4-YEAR COLLEGES	131%
2-YEAR COLLEGES	132%

COLLEGES AND UNIVERSITIES USING THE CONTINUING EDUCATION UNIT

TOTAL

	ALL INSTITUTIONS	UNIVERSITY	OTHER 4-YEAR	2-YEAR
ALL INSTITUTIONS...	2,375	160	1,236	979
USING THE CEU...	1,074	116	517	441

PUBLIC

ALL INSTITUTIONS...	1,368	95	386	887
USING THE CEU...	714	79	225	410

PRIVATE

ALL INSTITUTIONS...	1,007	65	850	92
USING THE CEU...	360	37	292	31

CRITERIA FOR AWARDING INDIVIDUAL CONTINUING EDUCATION UNITS

1. THE NON-CREDIT ACTIVITY IS PLANNED IN RESPONSE TO AN ASSESSMENT OF EDUCATIONAL NEED FOR A SPECIFIC TARGET POPULATION.

2. THERE IS A STATEMENT OF OBJECTIVES AND RATIONALE.

3. CONTENT IS SELECTED AND IS ORGANIZED IN A SEQUENTIAL MANNER.

4. THERE IS EVIDENCE OF PRE-PLANNING WHICH SHOULD INCLUDE THE OPPORTUNITY FOR INPUT BY A REPRESENTATIVE OF THE TARGET GROUP TO BE SERVED, THE FACULTY AREA HAVING CONTENT EXPERTISE, AND CONTINUING EDUCATION PERSONNEL.

5. THE ACTIVITY IS OF AN INSTRUCTIONAL NATURE AND IS SPONSORED OR APPROVED BY AN ACADEMIC OR ADMINISTRATIVE UNIT OF THE INSTITUTION BEST QUALIFIED TO AFFECT THE QUALITY OF THE PROGRAM CONTENT AND TO APPROVE THE RESOURCE PERSONNEL UTILIZED.

6. THERE IS A PROVISION FOR REGISTRATION FOR INDIVIDUAL PARTICIPANTS.

7. APPROPRIATE EVALUATION PROCEDURES ARE UTILIZED AND CRITERIA ARE ESTABLISHED FOR AWARDING CEUs TO INDIVIDUAL STUDENTS PRIOR TO THE BEGINNING OF THE ACTIVITY. THIS MAY INCLUDE THE EVALUATION OF STUDENT PERFORMANCE, INSTRUCTIONAL PROCEDURES AND COURSE EFFECTIVENESS.

INDIVIDUALS WHO PARTICIPATE IN CEU ACTIVITIES WILL REGISTER AND HAVE INDIVIDUAL RECORDS OF THEIR INVOLVEMENT SUBMITTED TO AND BE AVAILABLE FROM THE INSTITUTION. CONTINUING EDUCATION UNITS WILL BE ASSIGNED TO PROGRAMS IN ADVANCE AND AWARDED TO INDIVIDUAL PARTICIPANTS WHO MEET THE CRITERIA WHICH HAVE BEEN DETERMINED IN ADVANCE FOR SATISFACTORY COMPLETION.

CRITERIA FOR INSTITUTIONAL USE OF THE CONTINUING EDUCATION UNIT

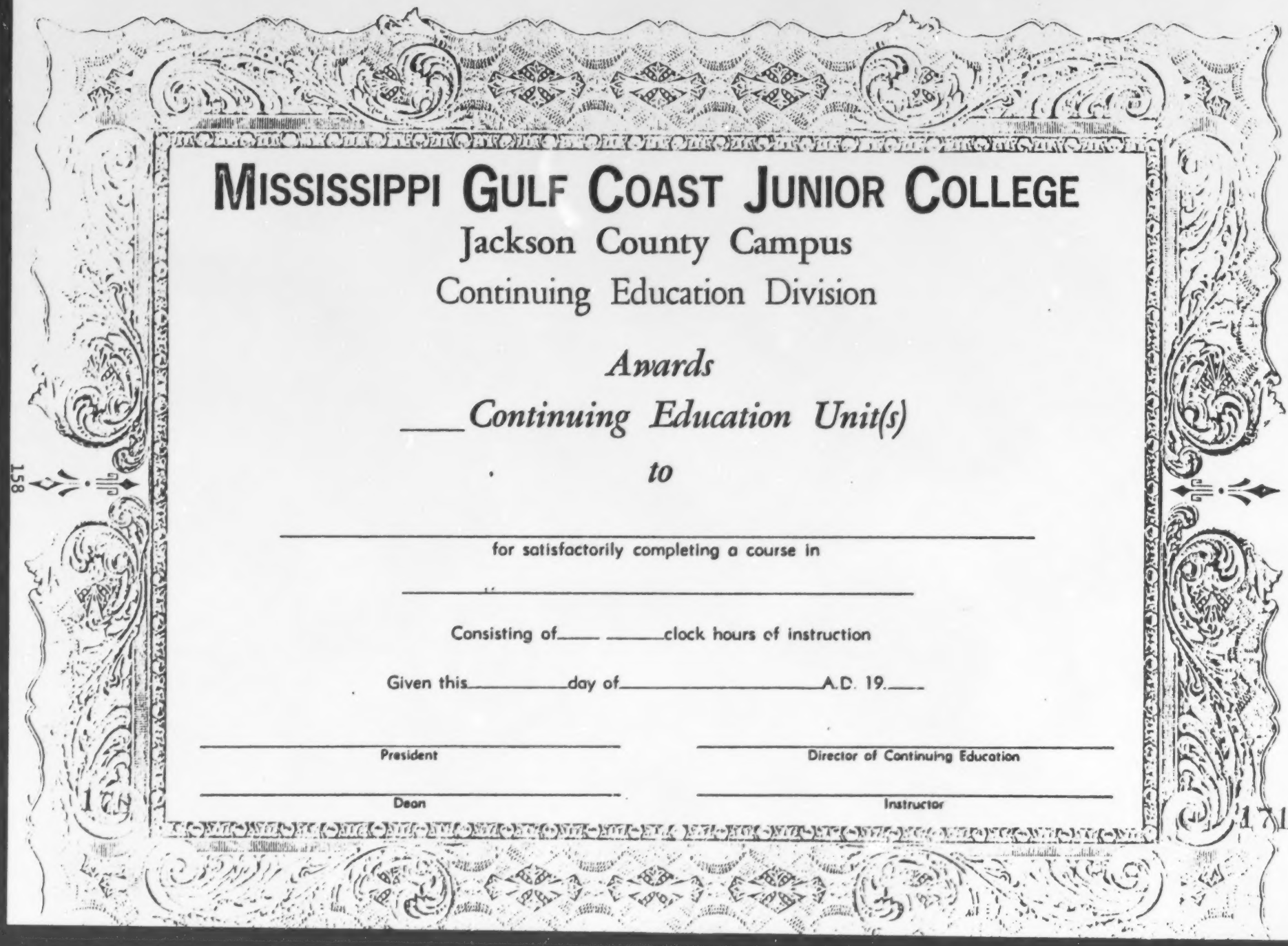
THE CEU WILL NOT BE AWARDED AND NO INDIVIDUAL TRANSCRIPTS WILL BE MAINTAINED. CEU ACTIVITIES DO NOT INCLUDE ENTERTAINMENT TYPES OF ACTIVITIES AND SOCIAL EVENTS.

ACTIVITIES CLASSIFIED IN THIS CATEGORY WILL MEET AT LEAST THE FOLLOWING CRITERIA:

1. THE ACTIVITY IS A PLANNED EDUCATIONAL EXPERIENCE OF A CONTINUING EDUCATION NATURE.

2. THE ACTIVITY IS SPONSORED BY AN ACADEMIC OR ADMINISTRATIVE UNIT OF THE INSTITUTION QUALIFIED TO AFFECT THE QUALITY OF THE PROGRAM CONTENT AND TO SELECT AND APPROVE THE RESOURCE PERSONNEL UTILIZED.

3. RECORD OF ATTENDANCE IS REQUIRED FOR INSTITUTIONAL REPORTING USE AND A FILE OF PROGRAM MATERIALS WILL BE MAINTAINED BY THE ADMINISTRATIVE UNIT FOR SPECIAL ACTIVITIES.



MISSISSIPPI GULF COAST JUNIOR COLLEGE

Jackson County Campus

Continuing Education Division

Awards

____Continuing Education Unit(s)

to

_____

for satisfactorily completing a course in

_____

Consisting of____ _____clock hours of instruction

Given this_____day of_____A.D. 19____

_____ President

_____ Director of Continuing Education

_____ Dean

_____ Instructor

158

172

171

COMMENTS ON A QUALITY CEU IN TWO-YEAR INSTITUTIONS:

In addition to the points made by Dr. Barry Mellinger during his presentation, the group members attending this session voiced several concerns about the continuing education unit. The major issues seem to be the different interpretations of the guidelines governing the CEU. It seems that because of their vagueness, the guidelines contribute to a lack of quality in awarding CEUs. The point was made that many professional organizations question the use of the CEU because of the kinds of activities for which it is awarded in different institutions.

Another concern of the group was the lack of understanding among institutions using the CEU regarding terminology. What is the distinction between "public service" and "community service" as they apply to continuing education activities? What are "avocational" activities, and at what point do these become "recreational"? It seems that these terms are used differently by institutions throughout the country.

Funding was discussed and participants from different states described the methods by which their institution received funds for CEU credit. Some states provide no funds for continuing education. Georgia's system of funding per CEU was described, but it was pointed out that a more detailed set of guidelines govern the awarding of CEUs.

Finally, the question of quality was raised. Though the theme of this conference was "The Quality of the CEU" should institutions focus on quality in each course offered or quality of the entire continuing education program? How much should each course be scrutinized?

It should be noted that none of the above issues are concerns found only in two-year institutions, but the participants felt these issues should be addressed at this stage in the development of the CEU so that a better understanding of it and its purpose can be reached in all post-secondary institutions.

PRODUCER/CONSUMER PERSPECTIVES ON QUALITY ASSESSMENT IN CONTINUING EDUCATION

Paul J. Grogan*

PART I--FOREWORD

Introduction

It is well to observe at the outset that the mere adoption of the terminology of "continuing education" to describe the entire spectrum of noncredit learning experiences, where the particular emphasis is upon "learning," makes possible the accounting of "continuing education units." The evolution of the CEU was just that simple and straightforward.

The nomenclature of the CEU also serves as a positive and constructive replacement for the language of "noncredit" and the dozen or more euphemisms that have been coined at various times and places to shade the fact of learning opportunities that are offered without prospect of the holy grail of academic credit. Surely these informal educational programs have some redeeming value despite the negative connotation that is often associated with the language of their traditional descriptors.

Issues Identification

A countercurrent of question, if not outright suspicion and dissatisfaction, has arisen in sections of this country with respect to

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the quality standards applicable to the continuing education unit. The purpose, theme and thrust of this two-day conference is to allay those concerns. These workshop sessions, in particular, are intended to establish the contrasting responsibilities of producers and consumers vis-a-vis quality assurance in continuing education. Our purpose here is to examine the quality issue as perceived, experienced and satisfied, respectively and separately, by the producers and consumers of continuing education.

Continuing education should be viewed as a process involving these two entities. Neither of the necessary partners to the process can be solely responsible for quality assurance. The producer is less informed about the need to be served including, even, proof of competency by learner in terms of being able to perform successfully in the environment of that need. On the other hand, consumer groups acting on behalf of their respective constituencies cannot be expected to know all of the nuts-and-bolts' requirements of quality education from the perspectives of organization and conduct.

It is both surprising and disappointing to me that an attitude of negation should exist among a number of potential sponsors or producers of noncredit learning experiences. The advent of the CEU did not purport to diminish the quality of continuing education in any respects from that which had been going on throughout all of its earlier history. Before the CEU was coined, all such education simply existed in limbo, as it were, largely without benefit of or potential for recognition following in its earlier frustrated existence. If there is any

issue today, it should be about the quality of continuing education per se, particularly in the absence of the CEU, and not about the unit that is intended to quantify that which has been done in a larger sense to serve a societal need.

I am equally surprised by the resistance to the CEU among user groups of major input. These latter organizations and groups of organizations, in particular, are the very ones that actually stand to benefit the most from the availability of this new norm.

A purposeful flexibility was retained the CEU that permits, indeed encourages, those who are to be served by continuing education to participate in the decision-making process where quality assurance is concerned. Imagine the furor in this consumer-oriented society if such involvement in the processes of continuing education were not permitted from the outset.

PART II--PRINCIPAL ATTRIBUTES OF THE CEU

Founding Principles

It is most unfortunate that there should be an open skepticism or doubt today about attempting to formalize informal education to the extent proposed by the principal advocates of the CEU. The following several principles represent the rationale for the CEU at the time of its founding:

1. A "Unit" of Continuing Education Was Long Overdue in 1968. When the original ad hoc task force began its work in 1968, the CEU, or something of its kind, was as many years overdue in definition as there was a history to the conduct of noncredit learning opportunities.

The logic simply escapes me why anyone today should either produce or take part in a continuing education exercise without first attempting to quantify it for the number of purposes that serve both of such interests.

2. The CEU Has Always Had a Representative Base of Support. The CEU was promulgated initially by a representative number of individuals with the balanced perspectives of educational institutions and associations, engineering, government, industry, labor, management development, medicine and professional membership organizations. A similar balance of interests still exists today within the Council on the Continuing Education Unit. Thus, the CEU derives from a broad base of participation and support both at the time of its original definition and at this moment from its major sources of advocacy.

3. The CEU Applies to All Noncredit Learning Experiences. The CEU was intended to be universally applicable to all post-secondary learning opportunities that are offered without benefit of credit. Given the potentially universal CEU, there is no need for a variety of schemes to be put forth by sponsors and subscribers everywhere for purposes of serving the recognition needs of various areas of society through participation in continuing education.

4. CEU Is a Wholly Democratic Entity, Possibly to a Fault. Distinctions were not made relative to the availability and use of the CEU for reasons of:

a) geographical location

b) qualified source of sponsorship in any category

c) staffing procedures within usual standards of competence

d) subject matter in the universe of post-secondary knowledge

e) whether subject treated as a survey or in depth

f) level of presentation

g) audience or particular constituency served

h) format and presentation methodologies employed

i) overall program purpose and immediate educational objectives

j) scheduling frequency and overall duration of the program

k) fee structure and other sources of funding

l) the specifics of the evaluation procedures to be applied to the participants as well as to the program per se.

These several program characteristics are as broad as the great collective noun that describes continuing education. It would have been sheer folly for a small ad hoc group to attempt to set limits affecting all of this richness through diversity that characterizes the universe of continuing education. The few halting steps the task force did take in this context were merely to provide the environment in which the CEU could foster and grow to its own potential as: a uniform module to be used nationally for the measurement and recognition of individual participation in noncredit learning experiences.

Sponsor or Producer Obligations

1. The Sponsor of CEU Must Be Reputable in that Capacity.

There were concerns on the task force from the outset about the authority and integrity of the sponsor or producer when performing in that role. Qualitative criteria applicable to that which constitutes a bona fide sponsor include:

a) License or charter to engage in the conduct of continuing education.

b) The financial and physical resources to be so engaged indefinitely into the future.

c) A seriousness of intent and commitment to excellence in the service of particular publics in terms of their needs.

d) The ability to organize, administer, instruct or otherwise staff and to evaluate continuing education programs in an effective manner.

e) The maintenance of accessible and transferable records over a long period of time.

f) To the above, might well be added the professional duty to improve and advance the conduct of continuing education through participation in research, publication and public forums such as we have here today.

The great foofaraw today about the CEU seems academic in the light of the context of these sponsor qualifications. These same concerns about the legitimacy of the producer of continuing education programs should exist and be measured against such reasonable criteria even if the CEU had never been conceived. The truth of the matter is, of course, that such concerns were not being manifested sufficiently or uniformly in the absence of the CEU. We should not be guilty of overaction today by expecting the virtually spontaneous appearance of the CEU to revolutionize the organization and conduct of continuing education. This function is far bigger than the CEU and perhaps should be debated in larger and more important educational forums than we have assembled here today.

2. Sponsor Role is to Produce Responsive Continuing Education. Insofar as the producer role is concerned with respect to quality assurance in the conduct of continuing education:

No would-be producer of a continuing education program should be expected to conduct a higher quality program than capable of producing in the service of a particular need.

The obverse of that statement is:

No would-be producer of a continuing education program should be licensed to conduct a lesser quality program than capable of producing in the service of a particular need.

Some slippage from any particular sponsor's standards of excellence may be expected from time to time. Such accidental or incidental occurrences of sloppy performance should not become an operating rule if that sponsor is to fulfill its obligation to the society it serves. That duty is to produce quality continuing education opportunities that are responsive to contemporary needs.

3. Criteria and Guidelines Establish Minimal Producer Standards. Criteria and guidelines were promulgated several years ago by the original task force and, now in a second edition, by the Council on the CEU. This document serves to set forth minimal sponsor or producer requirements for the conduct of continuing education in which the associated CEUs are to be broadly useful for future recognition purposes. The criteria and guidelines are not expected to serve as the be-all and end-all of consumer interests and needs with respect to assured quality control. There is always room for improvement in all aspects of the producer obligations for quality enterprise coming at the behest of conscientious users. Since the spectrum of potential producers is so very broad, the proponents of the CEU have long maintained that the marketplace is the truest test of meaningful programs in the service of societal needs. This

is particularly true insofar as determining the role continuing education plays in recognition programs among various consumer organizations is concerned. This latter relationship between consumers and their respective recognition programs will be developed in a following section of this paper.

4. Evaluation of Participants Is a Local-Area Responsibility. A freedom of choice was intended for the evaluation of participants. The suggestion was made that this evaluation might take any of several forms according to the wishes of the producing organization and the group being served. For example, there are the several options:

a) A record based primarily upon attendance.

b) A "pass-fail" record--alternatively "satisfactory" versus "unsatisfactory" or "no report"--as predicated upon meeting minimal program requirements in such respects as a documented attendance, participation in the discussions and the filing of an individual course evaluation at the close of the session.

c) Either a numerical or a letter grade as based upon testing procedures of greater or lesser complexity.

It bears observation here that an individual earning a high mark in a continuing education program simply might be repeating what was already known before taking the program of instruction. A newcomer to the specific area of technology, on the other hand, may earn but a fair-to-passing grade. If the purpose of the evaluation is to measure knowledge transfer or changed behavior, the second individual may be the more deserving of the higher mark. Another questionable use of grading procedures arises when a number of persons in a hierarchical

arrangement within the same company attend a program. It later develops, by some quirk of the evaluative procedure or an attitudinal or motivating factor, that the senior and presumably most knowledgeable person in the group obtains the lowest score. What credence can be placed in these results if, indeed, the senior individual is far more knowledgeable? What damage is done to company morale and lines of authority as a result of less-than-absolutely accurate evaluations, especially if made somewhat frivolously?

User-Group Responsibilities

1. Evaluation of Program Success Is a User-Group Option.

The sponsor of record might also be evaluated by the principal user group being served for overall success in the conduct of the learning experience in terms of:

a) The organization of a meaningful content.

b) The skill demonstrated in its presentation.

c) Adequacy of facilities, services and records.

d) Realization of the objectives of the learning experience as developed during the planning process.

2. CEU for Recognition Purposes Is Wholly a User Prerogative.

The great issue, as I see it, is who actually certifies CEU? The question is moot unless CEUs are to be used for their primary purpose and that is:

> The measurement and recognition of individual participation in noncredit learning experiences by the use of a uniform module throughout the land.

The initial determination of the number of CEU in any given learning opportunity must be made by the producer of the particular continuing

education program. But the use of CEU for recognition purposes is clearly a consumer right and responsibility. These two areas of responsibility are complementary, but are not at all overlapping except where the roles of producer and consumer are both played by one and the same organization. The latter is often the case with professional membership organizations. I will not raise the question here about possible conflict of interest in this regard. This is a major area of concern that should be adjudicated from within, by those very same organizations, instead of expecting some ad hoc group to participate from outside, obviously, if not from above.

3. CEUs in Their Proper Perspective for Recognition Purposes. The recognition issue stemming from an accumulation of CEUs is clearly and solely a function of the user groups or various consumer sectors that are served via continuing education programs. Even at that, CEUs must take their place among many other worthy individual attributes or achievements that perhaps bear more heavily upon the qualifications for recognition or reward. When all of this is kept in proper perspective, the accumulation of a few suspect CEUs by any given individual is not of the greatest moment in our times. Who ever took exception to the internal qualitative aspects of the few least-worthy college credits taken to satisfy a curriculum requirement?

CEU and Individual Recognition

1. Broad Spectrum Purposes Underlie Individual Recognition. The purposes that individual recognition serve are extremely varied. For example, there comes to mind such benchmarks in a career as initial

hire, clearing probation, salary advance, lateral transfer, promotion, membership, grade of membership, certification, licensure, recertification, relicensure and any singular honor or award as may be conferred upon the individual by a well-meaning organization or group.

2. Broad Spectrum Qualifiers Underlie Individual Recognition. Indeed, recognition as conferred upon individuals in any of the above lights is a far more complicated issue than the mere record in CEU, quality assured or otherwise. I happen to believe that recognition should be based upon a host of factors. For expample, the total individual profile is represented by:

a) One's formal education in terms of level, discipline, granting institution, recency and individual record therein.

b) The succession of work experiences and the advancements noted in that career.

c) Original discoveries and disclosures of noteworthy consequence.

d) Demonstrated capacity for growth and leadership.

e) Service contributions to both career organizations and the community at large.

f) Peer respect and the earned esteem of others.

3. Individual Recognition Clearly a Multifaceted Phenomenon. All of the personal aspirations and attributes described, respectively in Items 1 and 2 immediately above, are in addition to the record in CEU. User groups that confer recognition, ranging from the satisfaction of a basic requirement to the earning of an optimal distinction or honor, should be aware of these many facets of the individual profile.

4. Sponsors Should Not Be Involved in Individual Recognition. It should be clear now that all of the concerns, as set forth in Items 1, 2 and 3 immediately above, are outside the province of the producer's authority or ability to act upon. Even a supporting recommendation in that context must be limited to any given sponsor's potentially minor role in the total program of continuing education that the subject individual has acquired from a number of sources. Overall patterns of variability in the individual package of continuing education include:

a) time and place distribution of learning experiences

b) various organizational types of sponsors who have served the need

c) specifics of individual learning experiences as to audience, purposes, content, format, evaluative procedures employed, etc.

5. Quality Assurance Is Central to All Facets of Recognition. In the final analysis, the issue of quality assurance with respect to CEU for recognition purposes takes on no more importance than quality assurance with respect to six or eight other individual attributes or accomplishments, many of which are subjective in the extreme.

PART III--PRODUCER/CONSUMER PERCEPTIONS

The existence of two differing points of view and two distinct areas of responsibility as between producers and consumers of CEU surely has begun to emerge out of the several arguments above. The ostensible purpose to be served among the producers of CEU, by observance of the criteria and guidelines and the controlled use of the logo, is to give the using public some assurance of the quality of the learning

experience. Thus the comparability and transferability of CEU in and among the great many sponsors or producers of continuing education of uncertain origin, quality and purpose might be reasonably assured for future reference and potential recognition by various user groups.

It does not follow automatically that CEUs are universally acceptable for consumer purposes of recognition simply because they exist under this potentially laissez-faire arrangement. To overcome this possibility, the user group being served should be invited to participate in the initial planning of the learning experience. That same group should then monitor the execution of the program to assure that their interests and needs are met.

Guidelines for Guidelines

To my way of thinking, the Task Force effort in establishing criteria and guidelines for the conduct of continuing education may well be taken with a grain of salt. The particulars surrounding the conduct of continuing education, as discussed in the guidelines, are as old as communication between adults. Surely this process had already reached a high state of development in the dialogues of Socrates with his individual students.

It may well have been a good exercise for some group to compile a handbook at one time or another that concerned itself principally with the conduct of continuing education. Indeed, this has been done from time to time by individuals, by institutions and by some educational associations for specialized forms of continuing education. But I am not sure that either the existence of the task force or the advent of

the CEU were sufficient reason to promulgate such rules of conduct for such a rich and diverse activity as continuing education per se. Acceptable patterns of performance in this regard must have existed from time immemorial, if but tacitly, among the major producers of continuing education.

The guidelines do not purport to modify greatly or extend the practices of continuing education among its established sponsors. The purpose and content of the guidelines has been to catalog and recognize the norms that characterize presently acceptable practice, and to be a new standard to which relatively inexperienced practitioners in the field of continuing education sponsorship might repair. The guidelines must also be viewed as transitory in terms of the specifics. Perhaps this accounts for their overall modesty. In the final analysis such performance criteria must be subject to the same forces of change that renders the pool of pertinent knowledge circulating among contemporary society all but unrecognizable in comparison with earlier models as the decades, the generations and now the century fade. So it is that the criteria and guidelines are evolutionary in the least.

My position in this regard was long at variance with the Task Force, and, more recently with the Council on the CEU, despite continuous membership on both groups for 12 years. I maintain that the universe of continuing education has existed from earliest times. The fact that continuing education has been thriving in recent years is perhaps the reason there is so much concern about it today. No other sector of education is experiencing such a strong and persistent upsurge of interest. Continuing education is the principal mechanism

by means of which adult practitioners in all walks of life obtain relevant new knowledge to deal with the forces of change that operate everywhere about them.

The Quality Question

What the CEU purports to do in the first instance is to package continuing education into modules of ten hours each when measured in terms of equivalent classroom recitation necessary to accomplish the knowledge transfer and the educational objective. In proper instrumentation and measurement theory, the process of quantifying continuing education in such modules should not affect the learning experience at all. It is my belief that such definition of CEU does not alter the continuing education, except for the better. The incremental improvement stems from the fact that conscientious sponsors are now expected to deliver in quantified terms that which they have long promised to do in their promotional literature.

This particular philosophy of mine most often raises a chorus of disclaimers about quality assurance for any particular continuing education program wherein CEUs are now a concomitant part. But let's go back to the fundamental premises upon which continuing education is conducted. I say that the field of endeavor that we refer to as continuing education exists as a collective noun. The conduct of continuing education normally also transpires in a more or less linear fashion with respect to time. We have perfect license to observe that time in the manner of so much sand passing through the neck of an hourglass. Thereby, we obtain the first approximation of the continuing education

that has been conducted. But we are not to confuse the sand or the clock-hours that are so measured with the substantive content and execution of the educational experience. The ultimate acceptance of CEU for recognition purposes depends upon several other factors, such as:

a) The learning format and its associated pace of instruction.

b) Prerequisites, including pertinent work experience and familiarity with the specialized terminology and state-of-the-art applicable to the subject.

c) Out-of-class assignments and responsibilities.

d) Testing, if used.

e) Other requirements for satisfactory completion, including attendance and participation in the ordinary learning procedures of the program.

Continuing Education a Breed Apart

Continuing education is a substantially different activity than instruction for credit. It was never intended, simply because of the CEU, that continuing education seek to emulate its academic counterpart, if not actual forebear. If continuing education for recognition purposes were to become more and more alike with for-credit education, then it disappears into that very much larger and more important sector of our total educational establishment. Indeed, the CEU evolved to keeping continuing education a breed apart from its more illustrious companion in overall higher education.

What could harm the movement toward quantifying continuing education more than if the attempt "to measure individual

participation in noncredit learning experiences" were to be accused, whether with or without justification, of seeking protective coloration so as render it mistakable for academic credit?

We may point out some of the important characteristics of continuing education in apposition to the universe of diploma- and degree-oriented education.

1. Multiple Sources. Continuing education on behalf of any one individual, particularly in the course of a career or a lifetime, is traditionally conducted by a host of sponsors in each of several categories, e.g., institutional, organizational, entrepreneurial, industrial, and governmental.

2. Heterogeneous Audiences. Programs of continuing education may be offered to a great range and mixture of audiences among the entire spectrum of candidates for post-secondary education.

3. Variable Individual Purposes. Just as all individuals in a continuing education program are not at the same level, neither do they attend programs with the same purpose or expectations to be satisfied through the experience.

4. Diverse Subjects. Virtually any subject and arrangement of its content may be addressed in a specific learning opportunity via continuing education.

5. Contemporary Content. Little of this content is available in textbooks.

6. Ad Hoc Staffing. Indeed, much of the instruction comes from off-campus sources of expertise, particularly with respect to latest

developments affecting the state of the art in many careers and their associated technologies.

7. Multiple Formats and Methodologies. There are a great many formats and methodologies presently in use in the conduct of continuing education, with the expectation of more evolving all of the time in the light of technological developments affecting the educational process.

8. Relevance. Continuing education is conducted in real-time and is applicable to real-life needs by relating contemporary knowledge to contemporary problems. Academic education, on the other hand, attempts to interpret the knowledge of the past to a potential future need with no control over how that link-up is made.

9. Informality. Continuing education is conducted, more or less, between and among peers wherein the teacher is an acknowledged source of information in the learner's area of need. Academic education is more often purveyed across a generation gap with a sense of discipline always present, if only through the threat of the final grade.

These several distinguishing characteristics of continuing education seem to make it difficult to evolve any single set of criteria by means of which all of that variability can be addressed. I like to use the example that a generic subject such as "Industrial Chemistry" might be taught at several different levels for many different audiences and by a host of sponsors in addition to the highly variable formats and purposes to which a program of that general name and character may be put. Each such program must be evaluated in the context of its particular set of audience, content and purpose and the degree of success with which the educational objectives were met by both the participants and the sponsor.

The skilled teacher of continuing education must develop the knack of reaching all of the diverse audience at the same time. This is done by:

1. Frequent eye contact everywhere throughout the room.

2. Frequent reiteration and stressing of fundamental principles so that the least informed in the class do not get left behind early.

3. The whole assembly benefits through this technique by virtue of being able to improve their individual bodies of pertinent knowledge in real time by building on these solid foundations.

4. The use of frequent asides to the most informed so that they have something to think about and work with in their faster pace of assimilation.

5. Eliciting questions in context so that the presentation may be clarified and enriched as it goes along.

6. Speaking to individuals in the context of their feelings and perceptions of the problem and not in terms of their being so many receptacles into which a torrent of new knowledge is dumped.

7. Keeping in mind that human brains, in this context, are like computers. All have to be programmed according to their own internal logic if they are to be functional.

If these peculiarities of continuing education instruction are viewed as a drawback, bear in mind that more homogeneous groups can be brought together by:

1. More intensive planning with the user group that is representative of the projected audience.

2. Clearly stating the audience, purpose and content to which the particular program is directed.

3. Other qualifying course prerequisites may be established as deemed necessary, particularly if the proposed program is likely to be oversubscribed.

Consumer Dominance in Use of CEU

Thus, I always come back to the potentially banal statement: The utility of a particular CEU is in the eyes of the beholder. The approach I suggest for a greater incidence of "utility" among CEU, as applied to any particular "beholder" or user group with a concern about quality continuing education for its constituents, is for that group to participate in the planning phase of the program. Clearly, there should be a dialogue between the would-be consumer or user group and the producer or sponsoring organization so that such matters as audience, content, format and objectives are established in advance along with the details of time, place, fee structure, staffing, instructional plan and procedures, details of the ongoing evaluation to be applied to both the course and its participants, etc. To me, the least of the problems at the planning stage is to identify the appropriate number of CEU to be assigned in keeping with simple modules of ten of the age-old standard of the classroom-hour of recitation as the norm.

It follows, of course, that not every CEU claimed by individuals on their own behalf will have resulted from participation in instruction planning by the particular user or consumer group unto whom the individual later submits a record for recognition purposes. This

circumstance, nevertheless, leaves several avenues open for solution. For example:

1. The individual file, in support of the claim of participation and the form of recognition desired, may be sufficient to carry the day for the purpose intended.

2. Inquiry may be directed to the files of the sponsoring organization whenever a high level of importance is attached to the matter of verification of an individual claim of a record in CEU.

3. In the final analysis, the program of recognition for the individual should be more future-oriented than retroactive. This approach to the use of continuing education programs and their associated CEU makes it possible for the matter of "quality assurance" to be reasonably established through the pre-program involvement advocated here. This matter of user-group participation in the planning phase should become a regularly important modus operandi among all sponsors whenever they are programming on behalf of specific constituencies.

4. Lastly, the lesser part--say, one-third--of any recognition program may very well be built upon current and recently past activities of an elective nature and over which the consumer group has not exercised any particular degree of control through the planning process. This suggestion is made in the interest of seeing all individuals broaden themselves somewhat outside of the specific career or objective that they may be pursuing in the main.

Specific Uses of CEU

We come, at last, to the topical issue of this presentation: PRODUCER/CONSUMER PERSPECTIVES ON QUALITY ASSESSMENT IN CONTINUING EDUCATION.

Here I must reiterate my philosophy that the decisions concerning the usefulness or "the role of continuing education" in the marketplace almost certainly have to be decided among the consumers of the product. Surely it is the height of pedantry to assume that any given producer might know or otherwise try to influence the role that a well-coordinated program of continuing education plays among user groups once it has been accumulated over a period of many years as well as from a number and variety of sources. What is good for the country at large may not be good for General Motors. Indeed, no two user groups have identical interests. Moreover, none of these interests need be fathomable or relevant to the producer of some small part of the pertinent program of continuing education. In other words, the producer's concerns do not impinge at all upon the recognition aspects of continuing education.

In either the naivete or the brashness of my earlier years, I tried to establish sequential programs that led to purported proficiencies and ad hoc forms of certification in particular fields of endeavor. These programs were operative from my base at The University of Wisconsin. But all of these ventures were destined from the outset to achieve but a marginal success for good and sufficient reasons. For example:

1. The program was always prepared for one particular group whereas the requests in hand seemed to come from quite another. To this end I am often caused to observe that there are in excess of 35,000 job classifications in this country. No sponsoring organization--even a large university--can be attuned to the learning requirements of more than a few percent of that number at any particular time.

2. The continuously evolving content of any particular field of endeavor necessitated frequent revamping of the program, even as it was being conducted for a pilot group.

3. The inevitable attrition in continuing education programs as due to loss of motivation, inability of certain individuals to maintain progress, travel commitments, reassignment, transfer, individual and technological obsolescence, illness, retirement, and death meant that the number of participants in such activities was strongly pyramidal as time took these several tolls. Thus sequential programs were doomed to failure by reasons of low enrollments and high costs just when the particular capstone courses to the sequence were about to be presented. All such experiences ended unsatisfactorily in these ways.

4. Finally, attrition also applies to the would-be sponsoring organization. Overall direction, resources, mission, goals, commitment and immediate advocacy are all subject to change within the time frame it takes to execute a sequential program in continuing education that leads to a special form of institutional recognition.

PART IV--AN ACTION PROGRAM FOR USER GROUPS

Individual Goals Through Continuing Education

To me, the recognition derived from a concerted effort to develop oneself through continuing education comes in the form of:

1. Preparing oneself to meet the qualifications for initial hire.

2. Qualifying oneself while on the job to clear probation, for promotion and for merit increases.

3. Attaining the qualifications for membership in an organization to which one aspires or for raise in grade of membership in an existing organization.

4. Meeting the statutory requirements for certification or licensure.

5. Indeed, meeting the updating requirements for periodic recertification or relicensure that are now coming into vogue.

6. Reassignment to a new career track, field or objective.

7. The earned respect of one's peers.

8. Qualification for special honor, award or recognition.

Again, these multiple purposes are as varied as the individuals, organizations and career fields that are being served. All of these variations in the uses to which CEU may be put serve effectively to negate the sponsor's concern as to how CEUs are to be valued and applied in the marketplace. Rather, the sponsor's baliwick is the organization, substance and conduct of the educational experience. As Henry Howard Adams once put it, "The educator never knows where his influence stops." Neither can the sponsor be engaged in every future decision or benefit that derives from what one of his participants has gained. A continuing education experience from any given source surely pales when measured against all other competing sources and the totality of the individual profile that reflect upon the human worth and potential for recognition purposes.

User Group Opportunities and Potentials

Thus, I am delighted to have this occasion to suggest that the membership organizations to be served by the CEU, such as are represented here, have a large role to play in adapting this new tool to their changing need. Several advantages accrue whenever the design of meaningful programs of professional development, as aided in part by continuing education, is entrusted to membership organizations:

1. It is possible to recruit membership for your organization on the basis of the educational track you encourage and the opportunities afforded thereby.

2. The matter of centralized records requirements is largely resolved in terms of your own decision and your own needs as to whether the individual file should be maintained by your organization or by the individuals themselves and simply be subject to organizational review.

3. You can elect a host of sources of sponsorship and means of acquiring continuing education, including:

a) Educational meetings as sponsored by your own organization.

b) The educational content of your own publications.

c) The educational content of various other sources of published materials.

d) Industry and consultant programs that are responsive to perceived needs.

e) Educational programs broadly across the nation and within the hierarchy of institutions.

f) Self-study and meaningful individual experiences for which a sponsor can be identified for endorsement purposes.

g) Paying attention to technological change and its impact upon the job requirements of the particular activity.

But more than that, you can build your recognition program on the basis of activities in addition to a personal record in CEU. Here I have reference to such significant factors as:

1. Individual performance in the field of practice.
2. Outstanding creative contributions to the organization.
3. Service to various organizations and the community at large.
4. Leadership as demonstrated by independent means.
5. Mastery of new technology in keeping pace with change.
6. The earned respect of one's peers.
7. Singular honors, awards and other forms of recognition of individual achievement by other groups.

These latter measures of talent, worth and accomplishment are less available to the sponsoring organizations in their attempts to evaluate the individual. Indeed, I would ask the organizations who sponsor or produce continuing education to abstain from any form of recognition for participation in their programs other than the mere conferring of and later attesting to the validity of CEU as represented by individuals to groups from whom they seek recognition. It was never intended that CEU should compete with degree credit by virtue of the former ever achieving the strong institutional and individual importance that is attached to the latter. This is not to deny quality in continuing education. But it does speak to the topicality and relevance of continuing education in meeting contemporary needs as perceived by the user group being served, perhaps more so than by the producer of that learning opportunity.

A second great advantage in taking recognition away from the producers of continuing education is that unprincipled sponsors thereof have nothing to sell other than their ability to conduct meaningful and effective learning opportunities that, when not otherwise adorned, can meet the test of the marketplace on a sustained basis.

Conclusion

Thus the gantlet is about to be joined between the producers and consumers of continuing education or, more personally, between the sponsors and users of the same that will lend more significance and permanence to noncredit learning experiences. These potential matchups are between and among literally thousands of producers, tens of thousands of careers and millions of individuals.

It is safe to assume that virtually all sources of continuing education are now capable of quantifying their offerings in terms of CEU. It is also safe to assume that the principal organizational users thereof can begin to develop meaningful individual achievement programs for purposes of conferring recognition upon respective members. Recently accumulated CEUs are but one component in this overall individual record.

Naturally, there needs to be involvement of both the educational and the professional or managerial arms that serve a great many organizations, such as those represented here, so that the recognition programs do not become too trivial. In fact, I worry more about lightweight recognition programs than I do about the quality of individual CEUs that become component parts of such programs.

The CCEU Criteria and Guidelines referenced above address this latter issue scarcely at all. One purpose that could be served by clusters of user groups—such as are represented here today--is that of developing general standards of individual performance that are more broad than a wholesale accumulation of CEUs. These packages of demonstrated professional, vocational or avocational development become the basis by means of which deserving individuals might be recognized or otherwise accorded benefits commensurate with their efforts and accomplishments over a period of record.

Needless to say, the concern and the expertise of the newly created and functional Council on the Continuing Education Unit carries over into this Phase Two of . . .

> developing a uniform system nationally for the measurement and recognition of individual participation through non-credit continuing education.

In particular, I feel a sense of obligation to the entire engineering profession. This derives from my role as the principal engineering representative on the original task force.

The mission before us now is to see that meaningful and essentially comparable recognition programs do evolve now among the various user or consumer groups in engineering. Great as this mission may be, it remains small when compared with the tens of thousands of careers that now can be served, in part, by the new continuing education standard, the CEU. This latter mission is the collective task of all of you who have participated in this discourse.

AUDITING CEU OPERATIONS: ITS RELATION TO QUALITY CEU PROGRAMMING

Howard Jordan, Jr.*

The basic idea of the CEU as a measure of an amount of study, and an element in a system for recording career-development activities and life enrichment activities is now, as you know, widely accepted particularly among institutions of higher learning. In 1979, the Department of Health, Education and Welfare, National Center for Education Statistics surveyed institutions of higher learning on their use of the CEU during the 1977-78 academic year. The survey returns showed that approximately 1,100 colleges and universities were awarding the CEU then and 550 or more were considering its use in the future. In addition, over 100 professional societies are awarding CEU under the same guidelines.

The CEU system offers a way of helping individuals gain recognition for their voluntary efforts to update or broaden their knowledge and skills. It also provides a standardized unit and record system helpful in professions where continuing education is mandated.

In 1971, the Southern Association of Colleges and Schools developed a new Standard IX, a series of regulations that required new procedures and policies at every member institution engaged in "special

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activities" (a term used by the Southern Association to denote such activities as public service, continuing education, off-campus extension, and conference and institute work).

In 1972, an Ad Hoc Committee of the membership of the Public Services Committee of the Board of Regents of the University System of Georgia was appointed to study the implications of the areas of Standard IX requiring that "noncredit programs" should be appropriately identified and recorded by means of the CEU.

In the same year (1972), the University System of Georgia adopted policies and procedures that established criteria and guidelines for the system wide reporting of CEU and the first "CEU Handbook" was published March 31, 1972. This handbook was revised in light of our experiences, in July of 1977. It is called "The Utilization of the Continuing Education Unit (C.E.U.) within the University System of Georgia."

Our discussion on auditing is not intended to be a model for anyone, but is simply a description of what one state (Georgia) did in an attempt to make sure that quality controls were built into the utilization of the CEU in the system schools.

In order for you to understand some of the forms and procedures used by the University System of Georgia, I am going to briefly describe our System. The System is made up of thirty-three junior colleges, colleges and universities (four universities, 13 senior colleges and 16 junior colleges). It is governed by a Board of Regents of fifteen (15) members appointed by the Governor and approved by the State Senate. Each unit has institutional autonomy for local programming

while allowing for the required uniformity in records and reports which must go from the System's institutions to the Board of Regents and to the Southern Association of Colleges and Schools. The System enrolled over 126,000 students during the past academic year and had Continuing Education equivalent full-time students, when equated, of 14,225.

After a year's experience in the implementation of the Georgia plan for the utilization of the continuing education unit as a measure of member institutions' offerings of noncredit classes, courses and programs, it was determined that there was an urgent need to develop a system for reviewing the implementation of the plan in each of the thirty-three institutions that make up the University System. This review which we referred to as a CEU Audit had as its purpose the examination of three aspects of CEU program implementation. These aspects are as follows:

1. A review of the record system to determine if it is adequate in terms of the requirements set forth by the University System manual on "Utilization of the Continuing Education Unit" and in terms of the requirements of Standard IX of the College Delegate Assembly of the Southern Association of Colleges and Schools.
2. A review to determine the uniformity and accuracy in following the criteria established for assigning programs to the three categories outlined in the University

System manual on "Utilization of the Continuing Education Unit."

3. A review of the reports submitted to the University System by each institution to determine their accuracy.

The need for an auditing system is more critical in a state which has a system of institutions tied together under one governing body to which each institution reports separately. This situation exists in the University System of Georgia but is found in varying degrees in most other states. The audit performs the following functions:

1. It serves an orientation and education function within the various institutions by requiring thoughtful examination of CEU criteria, guidelines, procedures, etc.
2. It insures intra- and inter-institutional compliance with agreed upon standards, procedures, guidelines, criteria, etc.
3. It provides a basis for standardizing, interpretation, and application of the SACS and System criteria.
4. It makes it possible for the System to collect data that lends itself to reasonable interpretation and use.
5. It insures that the integrity of the System and member institutions is not compromised.
6. It makes possible a reasonable and approximate comparison of EFT produced through noncredit continuing education and EFT produced through degree-credit programs.

Our original plan was to develop a "self-audit" system utilizing an elaborate committee structure. We had chosen that route because we did not believe that the University System could fund a separate and independent audit system; but, when the state auditors found out we were working on this idea, they became interested and they volunteered to perform this vital function. During the six years since the audit system was developed, we have been audited four times. These audits have been very helpful to us, not only as a result of the education that took place, but also because they have provided us with a basis for seeking further support, financially and otherwise, for our CEU record system. It also provided a measure of quality control. Now the major objectives of the audit plan are:

1. To make the audit of the University System institutions an educational experience which will be beneficial to the institutions themselves.
2. To establish a system of audits which will require objectivity to a maximum degree.
3. To provide an audit system which will bring about standardization among institutions in the awarding, recording, and reporting of CEUs.
4. To avoid confrontation to the maximum degree possible between individual institutions and outside personnel who have responsibility for the conduct of the System audit.

In the Georgia plan, we have classified Continuing Education/ Public Service activities into three categories: Category I,

Category II, and Category III. This, to our knowledge, has not been done by other states.

1. Explain the three categories of Continuing Education.*
2. Discuss the questionnaire for internal auditing teams.*
3. Explain summary report of CEU activities.*
4. Explain audit plan as written by auditors.*

In closing may I say that I hope that this description of the Georgia Plan of Auditing has been helpful to you and may assist you in developing an audit system geared to the needs of your institution. All of our efforts, to date, in auditing has been for the purpose of developing credibility in our programs and to assure that through proper planning quality in the CEU will be assured.

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*Copies of Attachments I through IV may be obtained by writing to the author direct.

THE CEU IN TESTING AND TRAINING

Glenn Fuller*

The purpose of this talk is to outline the use of the CEU in training of nuclear utility personnel by the Center for Nuclear Studies at Memphis State University. A pathway is established by which CEUs can ultimately lead to award of academic credit hours for training and several key criteria for this pathway are discussed.

The Center for Nuclear Studies developed training programs early in the 1970's for the purpose of training utility personnel. Because these programs had to address the job related needs of utility personnel, it was necessary that the program content differ from previously established academic courses. Except for isolated cases it therefore was not possible to award academic credit for these job related courses. It was, however, necessary to have some measure of achievement and a method of formal documentation of this achievement. It was for this purpose that the CEU provided a viable alternative.

General criteria for categoy I CEUs are that the course be taught by a qualified instructor and that there be some documentable measurement of the student's achievement. For the CNS courses, instructors were required to hold recognized certification by the industry in which the student they were to teach would work upon completion of the course.

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This certification consisted of a license by the U.S. Nuclear Regulatory Commission to operate a nuclear power plant, or equivalent certification by the U.S. Nuclear Navy. With such certification, the credentials of the instructor were clearly established from the viewpoint of the students and industries who purchased the courses. From the viewpoint of the university which granted the CEU, ample evidence was available that the instructor who earned certification through licensing had achieved a working understanding of the academic material to be taught.

Satisfaction of the criteria was completed by requiring that students achieve a minimum grade of 70 percent on a rigorous examination that met pre-established standards. On the basis of this justification, it was then possible to award I CEU for each 10 contact hours of instruction.

In addition to these criteria, there was one additional control on the quality of the program. This quality control consisted of screening applicants for the program with a battery of job related aptitude tests. Use of this test battery assured that all students who entered the program were qualified to achieve the level of performance required for successful completion.

Later, each course was assigned a professor of record in the university who assumed responsibility for assuring the training program met all aspects of academic quality necessary to the award of academic credit. Using the foundation provided by the criteria for the CEU and the supplemental screening of students with aptitude

test batteries, few changes were necessary to meet standards for academic credit. Academic reviews began with the textbook and extended through the qualifications of the instructor, the method of teaching, and the examination given at the end of the course.

Upon completion of these reviews, catalog courses were established for each course in the various departments of the University. Students allowed to enter these courses are enrolled in the academic courses and academic credit is awarded for successful completion of the course.

The final result of this process is that the CEU has provided the baseline for award for academic credit. Certain factors in the CNS approach are, however, to be underscored:

a) documented certification by instructors.

b) delivery of courses based upon a planned policy.

c) measurement of the students' achievement with an examination.

d) screening of applicants.

e) limiting enrollment of class to only qualified students.

f) assignment of a professor of record from university faculty.

g) review of course content and procedures by professor and subsequent inclusion of courses in catalog.

h) continued review of the students' performance by the professor of record who assigns course grade.

To date, twenty-eight courses have been developed and validated through this approach. There have been no major problems, and work is

currently in progress to develop other courses. Additional information may be obtained from the Director, Center for Nuclear Studies, Memphis State University, Memphis, TN 38152.

TESTING FOR INSTRUCTIONAL QUALITY

James R. Deneen*

In this paper, I will have some good words to say about pre- and post-testing to evaluate training experiences. If you will allow my remarks to qualify as training, I'd like to practice what I'm going to preach and ask for your responses to a brief "pre-training" quiz.

1. In designing a test to evaluate training, one normally begins by

   (A) describing the current status of participants' abilities

   (B) stating the objectives to be achieved through the training

   (C) deciding on a testing mode: essay, short-answer, or the like

2. A written, short-answer test alone can be an adequate measure of training quality.

   (A) never

   (B) occasionally, under certain circumstances

   (C) most of the time

3. The only valid indicator of training-program quality is performance on the job.

   (A) true

   (B) false

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4. Are the following statements true or false?

   (A) A pre-test without a post-test is generally of little or no value for a training program.

   (B) A post-test without a pre-test is generally of little or no value for a training program.

   (C) A useful measure of program quality can be gained simply by computing post-test scores of training participants.

Now I'll give you the answers--my answers--and try to justify them.

1. In designing a test, you begin with the objectives to be achieved. It is in designing instruction that you begin with participant status and need.
2. A written, short-answer test can, under some circumstances, be an adequate measure of quality. You disagree? I'll try to justify my response a few paragraphs further on.
3. Performance on the job may be a valid indicator of training, but it isn't the only one. (There are varieties of validity.)
4. a) false b) false c) false

Those of you who are test-development specialists will immediately recognize that I am not. My little pre-test is intended simply to highlight a couple of points about using tests to determine the quality of training.

A test, in a general sense, is a means of measuring the skills, knowledge, or attitudes of individuals and groups. The word comes from the Latin term for a refining cup, an instrument by which precious metals are separated from less-valuable ones. My working definition says simply that a test is a purposeful sampling of performance,

especially cognitive performance; I will be referring to written tests unless I indicate otherwise. Note that my definition says that an essential quality of a test is that it be purposeful; that is, useful in relation to some goals and objectives.

Forgive me for belaboring the obvious, but the amount of purposeless assessment that goes on should be a source of concern to all of us. We see continuing education programs that fall back on variations of the smiling face, frowning face, "how do you feel about it" evaluations simply because we don't know what questions to ask. And we don't know what to measure if we have not articulated the objectives the program is designed to achieve. We see the converse of this problem, especially in schools, when the results of tests that have been designed to very clear objectives by testing specialists are not used because the objectives being tested are not, in fact, the objectives of the teachers and administrators.

So, if we want to test the value of the training we conduct, we measure the outcomes of the training process against the objectives we had in mind when we designed the instruction (with some allowance for "side effects" or unanticipated outcomes). Instructional objectives are like job descriptions for programs: they tell us what the program is suppose to accomplish. When we've got that straight, we're ready to measure whether, or to what extent, the programs have, in fact, matched their descriptions and achieved their objectives.

The chart below lists some of the instruments and processes we can call on to evaluate achievement of training objectives.

DATA-GATHERING INSTRUMENTS

TRAINING OBJECTIVES
(Knowledge, Skills, Attitudes)

Tests (norm-referenced, criterion-referenced, essay, short-answer)

Interviews

Observations (anecdotal, observation systems)

Rating (self, other)

Electronic (audio, videotape, film)

Simulation

Social Indicators

Diary

Questionnaire

Records (products)

Indirect Indicators

As we formulate instructional objectives and design a training plan, it is helpful to look at a variety of measures for judging the success of our training program. Time, costs, participants' attitudes, and, especially, the nature of the decisions to be made as a result of the training and evaluation should determine the number and quality of the assessment procedures. Tests are one means of evaluating instructional quality; sometimes they are the best means and, occasionally, they can be the only means.

When may tests be the best means of measuring instructional quality?

—When you have a large number of participants. Written tests, especially those that are easy to score, like multiple-choice, matching, or true-false, can be administered and corrected in a short amount of time. Because all participants are responding to the same questions, and the answers can be assessed quite objectively, test results can be the most valuable source of information about a program.

—When you want to sample a large domain of knowledge. Again, short-answer questions allow broader coverage of an area of instruction because participants can respond to quite a few items in a relatively brief period. The scores, especially those for the group as a whole, will tend to be more reliable than those from most other evaluation modes. So, if you want to assess a group of middle managers' grasp of basic legal principles of labor negotiations, a written test with 30 to 40 short-answer questions

will probably allow you to sample the major elements of the instruction. If you want to judge the effectiveness of a two-hour small-group training program on how to use a new telephone system, observation, performance sampling, or self-report might be more useful than a test.

--When you have a large number of participants and a large domain to test but little interest in or time for individual evaluation. Here you can spiral items among groups. If you have 200 people and a 50-item test, for example, you can set up five groups of 40 each and have each group answer 10 items on the test. The results will be useless for individuals but good for program evaluation.

A test, especially when followed by prompt feedback on the results, can be the easiest and best way for participants to focus on what they should learn. More about this in a moment as we look at pre-testing.

Tests can be--and occasionally should be--the only means of evaluating training.

--If the time and dollars available for evaluation are in short supply, a quick quiz may be all you can afford. If your objectives are principally cognitive in nature, you may get good payoff relative to what you or the participants can afford to invest in evaluation.

--If your training outcomes will contribute very little to decisions about the participants or the programs a test

may meet your needs. Some training is essentially ritualistic in nature, required by custom, law, or whatever, but not leading to any critical judgments. A brief, simply constructed test may yield all the information you need.

Let me again emphasize: The more complex the training, and the more significant the decisions that are to follow the evaluation, the more careful and complex the evaluation procedure should be. The ends of evaluation do justify the means. Under some circumstances, there may be no point in using a test or any other evaluation procedure. If the training involves modest effort and resources for only a few people, if it's a one-shot event, if nothing will be done with the evaluation results, why bother?

Tests in the traditional sense are usually among the less-useful indicators of educational quality when we want to measure job performance, social interactions, or other essentially noncognitive activities. Of course, some tests are straightforward job-performance measures; a typing test is a very sensible way to measure how quickly and accurately a typist will perform on the job. Even in this example, though, test conditions, such as pressure to perform, and actual job conditions, such as distracting telephones, or poorly written or dictated input, can cause the test performance to vary from performance on the job.

Finally, I'd like to address a few issues dealing specifically with pre- and post-testing to measure instructional quality.

It's useful to pre-test trainees:

1. to sensitize them to their needs and deficiencies.
2. to help them focus on the major problems and issues to be dealt with in the training program.
3. to help the trainer adjust his instruction and group his trainees by ability.
4. when you plan to post-test for training effects.

Point 3 above, pre-testing to help the trainer adjust his instruction and group his trainees by ability, is important if the trainer can be flexible about the level of training. Those who are already competent can make up a distressingly large proportion of trainees in adult instruction, and they can easily become bored, hostile, and disruptive. We see an example of pre-testing in state-mandated tests of basic skills where a common type of question might ask the test taker to demonstrate a grasp of reading that allows him to follow directions on a package of cake mix. It would be an enormous waste of resources to require all eleventh graders to take a remedial reading course aimed at such a modest skill level. Basic skills examinations are a form of pre-test that eliminates from training the great majority who are already competent in the skills in question.

Is there a point in testing trainees at the end of training? Some will argue "no," saying that only the long-term, on-the-job effects of training provide worthwhile indications of instructional success. I argue that the rather grim statement, "The operation was a success, but the patient died," can fairly be applied to immediate versus long-term training gains. Obviously, if all patients who undergo a type of

surgical intervention die shortly thereafter, we would question the merits of the treatment. But there are so many variables that can affect the newly trained as they return to their job settings that no instructor can be held liable for given individuals' failure to apply what they have learned. The trainer can control the training; the learner and the work environment largely decide how or whether that training will be applied.

Pre- and post-testing can be very useful sources of information for training and, taken together, are helpful in determining gain realized through the training. Unfortunately, identifying the learning attributable to training is a little more complex than subtracting the pre-test score from that on the post-test. The technical quality of the two tests will affect the consistency of their results. If the same test is used for pre- and post-testing, the possibility of practice effect must be considered; if two differest tests are used, they must be equated for content and level of difficulty. But it is quite possible to set up controls for practice effect or to equate distinct pre- and post-tests, and when important decisions are in the balance, the extra trouble these activities entail is more than justified.

By way of summary, I will hark back to my little pre-test (see page 199):

1. When you start to think about evaluating your training program, recall the objectives you had when you designed the program. Only when you can clearly state your instructional objectives can you consider your evaluation design.

2. Look for the simplest, least cumbersome way to adequately evaluate the quality of your training. Sometimes a written, short-answer test will best meet your needs.

3. You can't always validate your training against observable impact on the job. It's the most desirable criterion, but sometimes we have to settle for second best.

4. Pre-testing your trainees can help them and their instructors to better focus the learning that is to take place. Post-testing alone can tell you where the trainees stand in terms of the program objectives. Pre- and post-testing for the same training experience can do all of the above plus indicating the gain in learning attributable to instruction--if you design the tests with attention to a few basic principles of good measurement.

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AMERICAN COUNCIL ON EDUCATION AND THE CEU

Jerry W. Miller*

Outline of Presentation:

1. ACE's official position with respect to the CEU is as follows:

   CEUs are useful as: (1) a measure of effort and resources expended by an institution or organization in providing the educational program, (2) a measure for people who want a record of their nondegree-related but organized educational activity; and, (3) a measure for third parties (i.e., professional groups, licensing agencies, employers) who need a record of a person's participation in organized educational activty but do not need a high degree of assurance that learning actually occurred. (Report of Task Force on Educational Credit and Credentials, approved by Commission on Educational Credit and Credentials, and endorsed by the ACE Board of Directors.)

2. Position requires explanation in the context of the functions educational credit and credentials serve in society.

   2.1 Colleges and universities have four general functions

      2.11 Traditionally stated-research, instruction, and public service

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2.12 Should add a fourth--credentialing because of its social and educational significance.

2.2 Educational credit and credentials serve four general purposes:

2.21 As a social accolade encourage learning

2.22 Identify a body of learning, set of skills or competencies, or a common set of educational experiences. Speak to depth, breadth, rigor of the learning involved.

2.23 Contribute to self-esteem

2.24 Are used by employers, etc., in making judgments and decisions about people. Such judgments may be made on basis of degree of specified number of credit hours in a given area of study.

2.3 Relationship of CEU:

2.31 Credit hours and credit hours accumulated for degree awarding purposes were standard measures. For degree purposes, distribution and quantitative requirements are the norm.

2.32 Assumed evaluation of and minimum standards for student achievement, common set of admissions qualifications for students, and a reasonably common set of expectations and experiences among the institutions conferring the credit hours and degrees.

2.33 CEU requires no evaluation of individual student achievement.

2.34 It covers programs even more diverse than the plethora of degree programs

2.35 Educational objectives of students, logically it follows, are also more diverse than those of degree students:

2.351 Avocational

2.352 Self-improvement

2.353 Keeping a credential current

2.4 Limitation of credentials

2.41 Credentials speak only to probability of performance

2.42 Quickly become dated

2.43 Standards for award vary greatly

2.44 Are imprecise definitions and measures--degree example:

2.441 Liberal education

2.442 Synergistic skills

2.443 Area of indepth study

3. Control of quality in CEU programs (ACE involved in discussions)

3.1 Why quality concerns:

3.11 Consumer protection (tuition payers, avocational, self-improvement students--no third party interest)

3.12 Certification agencies

3.2 Quality control approaches:

3.21 Control of use of CEU designation

3.211 Already lost?

3.212 Difussed meaning--requires narrative elaboration to even greater extent than credit hour

3.22 Unitary external evaluation of awarders

3.221 Great diversity

3.222 Instability of many awarders

3.223 Diversity of third-party interests

3.23 Multi-approach to external evaluation

3.231 Various professional and certification agencies establishing systems to meet unique needs

3.232 Council playing coordinating and consultation role--perhaps even recognition

4. Summary

4.1 CEU is useful still for reasons cited

4.2 Quality control is important, but lack of national system is no great threat to CEU.

PERSONNEL DEVELOPMENT AND THE CEU

A. Robert Maurice*

The pilot version of a comprehensive professional development program was implemented in the fall of 1979 by the Xerox Manufacturing Division (Rochester, New York vicinity) for 85 of its three thousand engineeering and technical personnel. Given the title Career Education Continuum, the program provides three alternative learning methods for the employee-participant who may choose to pursue a given field of study.

One learning method leads to Performance Accreditation, a form of recognation for which traditional performance evaluation is the basis for determining the satisfactory completion of course work related to the field of study. Participation in in-house courses is governed by recognized university standards of instruction and more specifically by the Unversity of the State of New York guidelines for noncollegiate sponsored instruction.

Participative Certification is recognition that results from two additional learning methods. One of these is the documentation of competencies gained through experience in lieu of classroom studies. The guidelines for this approach are those made available by the Council for the Advancement of Experiential Learning (CAEL). The other method involves participation in courses by people who have no interest in formal

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performance evaluation. Such participation is governed by the criteria for the Continuing Education Unit (CEU).

Approximately one-half of those engineering and technical personnel in the pilot group have identified themselves as Participative Certification participants. Upon enrolling in in-house courses, they are expected to "actively participate" in at least 80 percent of the scheduled sessions. This means full cooperation by the participant in assignments and group interactions considered by the instructor to be an integral part of the learning process.

Both performance-evaluation and non-performance-evaluation participants may take the same in-house courses, although their preference must be made known as they register and must be maintained throughout the duration of the course.

Twelve in-house courses have been offered since last fall for pilot group participants as options for meeting Producibility field of study module requirements. As of June 1980, they are continuing to pursue the field of study, and some people are expected to complete the field during the second half of the year. To date, our experience indicates that the Continuum presents itself as a significant educational attraction to the Xerox population for the following reasons:

1. The three alternative learning methods offer needed flexibility for a professional organization whose educational backgrounds vary from no formal credentials to terminal degrees and whose experiential backgrounds also constitute a considerable range.

2. The utilization of traditional university standards of instruction as well as CAEL and CEU criteria gives the program credibility beyond the context of just another company-sponsored curriculum.

3. Existing and planned fields of study (Producibility, Systems Engineering, Electronics, Assembly Methods) involve less than 200 classroom hours of instruction. There is considerable interest in shorter-duration curricula because engagement in longer-term programs for many employees is frequently constrained by special work assignments, company location transfers, and job position changes.

APPENDIX

Xerox Corporation
Reprographic Manufacturing Group
North American Manufacturing Division
Human Resources Development

CAREER EDUCATION CONTINUUM

PROFESSIONAL DEVELOPMENT CERTIFICATION AND ACCREDITATION

BACKGROUND

The very nature of technological change in a competitive environment mandates a commitment of human resources to career-long professional development. Recognizing this principle, Xerox Manufacturing Division Human Resources Development considers the following assumptions to be an integral part of the industrial continuing education process for exempt personnel:

- The continuing education participant has professional status. Such a person has had an advanced education (through formal or informal means), is versed in intellectual skills, and is self-motivated in terms of work style.

- The participant needs a variety of options for engaging in lifelong learning. Opportunities for study and learning techniques must be flexible to allow for the special circumstances and interests of the learner.

- The Company's education-training unit must take advantage of its unique position as a college-level resource for: (1) being proactive rather the re-active in meeting anticipated learning needs based on emerging technologies; (2) sponsoring courses that include relevance to the job function as well as theoretical knowledge; and (3) offering convenience for the participant.

- Learning programs must be appropriately designed and assessed to assure their tangible benefit to the Company as well as their intellectual benefit to the participant.

- The participant must be recognized for significant learning accomplishments.

- Company-sponsored learning programs must have both intrinsic and extrinsic credibility to be of long-range value to the participant. Such programs should be considered as genuine professional development experiences by the general academic community.

DEFINITION

The Career Education Continuum is an opportunity for the Xerox Manufacturing Division to recognize engineering, technical and managerial personnel who regularly enhance their repertoire of knowledge and abilities in order to:

- Maintain and improve professional competence.
- Adjust to meeting changing career demands caused by individual and technological obsolescence.

CEC is a flexibly-structured manufacturing "university" of selected Fields of Study based on analyses of relevant needs and realistic trends which have important implications for professional development and company progress. The curriculum for each Field of Study consists of two phases:

- A basic core of subject matter modules, for which there is no time limit for completion.
- Complementary subject matter that may be pursued on an annual basis.

Each subject matter module identifies a competency area in which a CEC participant is expected to acquire a working knowledge of principles and practices and/or gain an awareness of foundations. With the concurrence of an assigned advisor the participant may fulfill module requirements by completing portions of, or additions to, the actual module descriptions provided that the topics pursued parallel the module-Field of Study objectives and conform with the announced minimum instructional contact hours.

RECOGNITION

Formal recognition will be given to CEC particpants upon completion of the basic core of subject matter modules within a Field of Study and for pursuing additional related subject matter on an annual basis. Recognition will include:

- Participative CERTIFICATION, which is an acknowledgement for practical experience based on the working application of module subject matter and corresponding documentation of learned competencies. Experiential evidence may be shown through examples of participant achievements and accomplishments. In lieu of actual experience, active participation in at least 80 percent of sessions in appropriate learning programs to meet module requirements is required. (Learning programs may be courses, seminars, workshops or conferences for pursuing module subject matter).

- Performance ACCREDITATION, which is an acknowledgement for individual evaluated academic performance based entirely on the study of module subject matter through appropriate learning programs. Evaluation methods may include quizzes, case studies, problem solving assignments, projects, reports or other testing mechanisms. To receive Accreditation recognition for completion of a Field of Study, the participant must have an overall minimum academic performance that is considered to be "average" or "C" by traditional university standards.

- Participative CO-CERTIFICATION, which will be awarded after completion of certification requirements, is an annual acknowledgement for active participation in at least 80 percent of sessions in learning programs deemed appropriate for the Field of Study.

- Performance CO-ACCREDITATION, which will be awarded after completion of accreditation requirements, is an annual acknowledgement for evaluated academic performance based on the study of module subject matter through appropriate learning programs.

- Affiliation with the CEC-sponsored Learning Society, which will feature special enrichment opportunities with distinguished specialists.

GUIDELINES AND CRITERIA

Participants will pursue CEC Field of Study modules by means of learning programs (courses, seminars, workshops, conferences) which are subject to the following *criteria and guidelines:

- Portions of, or more than, a single learning program may be applied toward the requirements for a given module.
- Learning programs incorporating module subject matter, or equivalent learned competencies, will be at the college level.
- Decisions about the appropriateness of a learning program in meeting the intended module requirements will be made by the participant in cooperation with a Field of Study advisor.
- Practical experience or completed learning programs related to module subject matter may be considered "obsolete" if the participant's involvement occurred more than five years before a formal request is made for its acceptance toward Field of Study requirements. In such circumstances, the Field of Study advisor may recommend some form of equivalency evaluation or participation in a more current learning program.
- Module subject matter pursued through a learning program will be studied for the required minimum number of contact hours (hours spent with an instructor).
- The participant will assume responsibility for having sufficient experiential or academic background before pursuing a subject matter module. Prerequisite or preparatory work must have been accomplished by the participant to assure a level of ability necessary to undertake the module requirements.
- Learning programs will have qualified instruction. Faculty must include professional or adjunct instructors who teach on the basis of their own education and experience.

- The learning program format may include a group or one-to-one arrangement with an instructor. Outside study assignments and/or laboratory, hands-on, and field experiences may be required by instructors to enchance the learning objectives.

- Learning programs will be conducted under reputable sponsorship and have capable direction. Sponsors may include educational institutions, technical and professional associations, and Xerox education-training (HRD) organizations.

- Previously completed learning programs, for which participant performance was evaluated, may be applied toward Certification or Co-Certification recognition if the minimum grade was "C" or "Pass" based on traditional university standards.

*Learning program criteria have been established to conform to generally accepted continuing education standards of collegiate institutions and professional development associations in the U.S. and Canada.

LEARNING PROGRAMS SPONSORED BY THE MANUFACTURING DIVISION

Periodic announcements and registration information will be made available to CEC participants about learning programs that will be offered by the Manufacturing Division as options for meeting CEC Field of Study requirements. Participants will be required to declare in advance whether a specific Division-sponsored course, seminar or workshop is to be taken for Certification or Accreditation. Both Certification and Accreditation participants are expected to fully participate in program sessions and engage in assignments considered by the instructor to be an integral part of the learning process.

Division-sponsored learning programs that meet Performance Accreditation standards may be eligible for undergraduate or graduate degree credit by collegiate institutions. Upon implementing a Field of Study, Manufacturing Division HRD will formally request the New York State Education Department to recommend for credit those learning programs (or combination of programs) that are offered to fulfill subject matter module requirements.

CEU LEARNING PROGRAMS

Learning programs deemed appropriate in meeting subject matter module requirements, and for which Continuing Education Units are awarded, may be applied toward CEC Participative Certification and Co-Certification recognition on the basis of the number of CEUs earned by the participant. These learning programs must meet national standard criteria established by the Council of the Continuing Education Unit.

EQUIVALENCY PERFORMANCE EVALUATION

Participants may request an equivalency performance evaluation for module subject matter pursued through certain appropriate learning programs that would otherwise not fulfill the criteria for CEC Performance Accreditation and Co-Accreditation.

FIELD OF STUDY ADVISORS

Upon deciding to engage in a CEC Field of Study (following an information meeting for potential participants), the participant will be assigned a Field of Study advisor. Together they will:

- Discuss the participant's career development goals in relation to the Field of Study being pursued.
- Agree on a plan for meeting the module requirements based on the type of recognition (Certification or Accreditation) to be sought by the participant.
- Concur on the appropriateness of learning programs in meeting the intended module requirements.
- Concur on the documentation of learning program participation and/or documentation of learned competencies gained through experience.

The appropriateness of a learning program in meeting the intended module requirements will be considered as follows:

- "Appropriateness" is based on the CEC objectives and corresponding intent of each Field of Study module rather than on literal module descriptions.
- When concurrence between the advisor and participant appears to be difficult or not possible, a mutually recognized 'third party' expert may be engaged to aid in determining the appropriateness of a learning program.
- Concurrence with the advisor is not necessary when enrolling in learning programs previously announced by Manufacturing Division HRD as being applicable in meeting module requirements.

The documentation of learning program participation will be treated as follows:

- Documentation may be based on transcripts, certificates, letters or memoranda that include the source, title, duration and completion date of the learning program, and an official signature or seal. The duration of a program may be inferred from other evidence presented.

- The participant may be requested to verify learning program descriptions with catalog, text book, course notes or other evidence. Learning program descriptions can sometimes be assessed in the context of other related programs or curricula completed by the participant.

The documentation of learned competencies gained through experience (an optional approach for Certification) will be treated as follows:

- Documentation will include specific learning competencies, descriptions of experiences from which the competencies were derived, and verification by recognized experts. Manufacturing Division HRD has guideline material (from the Council for Advancement of Experiential Learning) to aid the participant in making an experiential learning assessment.

- Before proceeding with formalized documentation, the participant should submit to the advisor a proposed topic outline of learning competencies for concurrence on its appropriateness in meeting intended module requirements. The topic outline may be prepared in a manner similar to that in which an academic instructor would prepare a course outline for teaching purposes.

PARTICIPANT RECORDS

Cumulative records for each individual's participation and performance in CEC-related learning programs will be made available by Xerox on a permanent basis and issued as an official statement upon the request of the participant.

PROCEDURE FOR PARTICIPATION

Xerox engineering, technical and managerial personnel are eligible to being their participation in an announced Field of Study at any time. A participant will do the following:

- Attend a Field of Study information meeting that will be arranged after submission of the Statement of Interest form.
- Meet with an assigned Field of Study advisor.
- Submit documentation for completed learning programs and/or demonstrated competencies within the chosen Field of Study.
- Be formally recognized for having completed the Field of Study.
- Pursue complementary subject matter within the Field of Study on an annual basis and be recognized accordingly.

CERTIFICATION AND ACCREDITATION HIGHLIGHTS

PARTICIPATIVE CERTIFICATION

- Recognition of appropriate learning gained through experience.

KEY REQUIREMENTS

- The participant is expected to document learning (knowledge, skills, abilities) gained on the basis of pertinent experience.
- Documentation will include specific learning competencies, a description of experiences from which the learning competencies were derived, and support by recognized experts.

CRITERION & GUIDELINE SOURCE

- Council for the Advancement of Experiential Learning (CAEL).

PARTICIPATIVE CERTIFICATION

- Recognition for active participation in appropriate learning programs: courses, seminars, workshops.

KEY REQUIREMENTS

- "Active participation" means attendance in at least 80 percent of the sessions in an organized higher education experience (course, seminar, workshop) under responsible sponsorship, capable direction and qualified instruction.
- Academic evaluation of participant performance is <u>not</u> a criterion.

CRITERION & GUIDELINE SOURCE

- Council for the Continuing Education Unit.

PERFORMANCE ACCREDITATION

- Recognition for evaluated academic performance based on participation in appropriate learning programs: courses, seminars, workshops.

KEY REQUIREMENTS

- Evaluated academic performance is based on participation in an organized higher education experience (course, seminar, workshop) udner responsible sponsorship, capable direction and qualified instruction.

CRITERION & GUIDELINE SOURCE

- New York State Education Dept. Program on Noncollegiate Sponsored Instruction.

FIELD OF STUDY: PRODUCIBILITY

BASIC CORE REQUIREMENTS FOR CERTIFICATION/ACCREDITATION

TITLE AND DESCRIPTION OF SUBJECT MATTER MODULES	MINIMUM CONTACT HOURS OF PARTICIPATION
MATERIALS ENGINEERING Structure and properties of materials and engineering applications.	20
DRAWING INTERPRETATION Geometric dimensioning and tolerancing of engineering drawings: General tolerancing, symbols and terms, datums, modifiers, geometric characteristics, true position, metrics.	20
TOLERANCE ANALYSIS An overview of selected approaches for obtaining balance between individual piece part tolerances and their subassembly tolerances in order to achieve mating of individual parts and economical production permitted by such tolerancing. Root sum of squares and Monte Carlo simulation are two techniques that will be emphasized.	2
PROCESS ANALYSIS Skills to effectively analyze manufacturing processes: Interpreting sample data, inferences based on sample data, determining sample size, control charts, design of experiments, relationships between variables, computer applications. Prerequisite to Design-Process integration.	20
DESIGN-PROCESS INTEGRATION Identification and selection methods for achieving compatible specification and process features: Design and process characterization, control selection and quality assurance mechanisms.	6
MANUFACTURING PROCESSES Capabilities and limitations of traditional and non-traditional processes. Consideration is given to maximizing part producibility and cost effectiveness based on process and tooling capability, material selection; and optimum inspection requirements based on process capability, functional requirements and cost.	40

FIELD OF STUDY: PRODUCIBILITY

BASIC CORE REQUIREMENTS

FOR CERTIFICATION/ACCREDITATION

TITLE AND DESCRIPTION OF SUBJECT MATTER MODULES	MINIMUM CONTACT HOURS OF PARTICIPATION
FINANCIAL EVALUATION OF ALTERNATIVES Tooling versus piece-part cost trade-offs: Accepted methodologies for process-to-process and make-buy analyses, determining sensitivities of alternative strategies, identification of significant factors for proper decision making.	4
VALUE ANALYSIS AND ENGINEERING Methods for maximizing the value of a part, subsystem, product or procedure: Idea stimulation, team building, function analysis diagramming, evaluation, creative problem solving, criteria weighting, decision matrix, financial trade-off techniques.	16
COMMUNICATION SKILLS Writing and oral presentation skills for technical descriptions, specifications, instructions, recommendations, progress reports, data analyses and other types of technical communications.	12
TOTALS: 9 SUBJECT MATTER MODULES	140 HOURS

FIELD OF STUDY: PRODUCIBILITY

REQUIREMENTS FOR

CO-CERTIFICATION/CO-ACCREDITATION

When the basic core requirements for certification or accreditation have been completed, complimentary studies may be pursued on an annual basis for Co-Certification or Co-Accreditation as follows:

At least twelve contact hours of participation are required in additional aspects of the above subject matter modules, with the exception of Value Analysis and Engineering and Communication Skills.

Producibility addresses a systems solution to design problems by bringing materials, fabrication processes, tooling and quality vulnerabilities together for lowest cost for the production volumes to be manufactured. This is a live analogy to "none of us is as smart as all of us."

- W. Robert Fischer

GETTING STARTED WITH THE CEU

John W. Enell*

We will assume this morning that you are already familiar with the Council's publication, "The Continuing Education Unit: Criteria and Guidelines," which you received as part of your registration packet. This explains the objectives of the CEU and outlines the guidelines for organizations that may be considering awarding CEU. These guidelines were summarized yesterday in the pre-conference orientation session.

The first step for an organization wishing to give CEU for completion of courses is to measure itself against the CCEU criteria and guidelines. If its structure and practices meet the standards, then it is eligible to begin working out the details of awarding CEU. Today we are looking at this process of "getting started with the CEU."

We picture this morning's session as an informal workshop. We will reserve most of the time for answering your questions and discussing any problems you may have run into. But to get the conversation started, I'll present a few checklists.

Presumably, all of you are affiliated with organizations or institutions providing noncredit instruction. You have an organization, a group of qualified instructors, physical facilities, one or many constituencies, and a system for planning and controlling your operations.

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*Vice President for Research, American Management Association, New York, New York.

At this point you are thinking of awarding CEU. Some of the principal steps you would want to take are to:

--Determine how CEU values will be reliably assigned to each course

--Work out how registrant information, especially social security numbers, will be obtained

--Determine how grades will be arrived at and recorded or, at minimum, how attendance will be checked and reported

--Provide for flow of above information to your data bank

--Design and arrange for issuance of individual certificates (optional)

--Plan for retention of records (course titles, outlines, dates, participants' names, etc.)

--Plan for retrieval of data relating to individual participants

--Arrange for issuance of transcripts on request

In practice you will probably wish to assign these tasks to specific individuals or, in some instances, to small task forces. So the questions become:

--Who will study feasibility?

--Who will decide whether to go ahead?

--Who will design information system?

--Who will work out procedures?

--Who will assign CEU values?

--Who will record participation or grades?

--Who will obtain social security numbers?

--Who will verify that information is obtained for each course?

--Who will design certificates, record forms, transcripts?

--Who will issue certificates?

--Who will keep the permanent records?

--If you decide to keep computerized records, who will program your computer?

--If you decide to keep manual records, who will plan for them?

--Who will announce adoption of the CEU to your staff and constituency?

--Who will answer letters and phone questions about CEU?

--Who will search records and issue transcripts?

Illustrative specimens of a course certification, a transcript form, an internal form for gathering data and assigning a CEU value, and an absence record are available and will be mailed to you on request.

I've mentioned that one of the steps in your plans for adoption of the CEU is communication. The CEU will be new to many of your students and to some of your instructors. Consequently you will probably want to:

--Explain CEU aims and requirements to your staff

--Disseminate information about CEU uses to your public

--Press release
--Copy for course brochures
--Copy for catalogs
--Page in course notebook
--Booklets

—Explain CEU aims and procedures to your instructors

--grades or attendance records needed
--social security numbers needed

—Tell participants how to get transcripts

Copies of an AMA CEU booklet for participants, a catalog page about the CEU, and a course-notebook page about the CEU and transcripts will be supplied on request.

PRELIMINARY COMMENTS MADE BEFORE PRESENTATION BY MARVIN BRESSLER

David A. Lutz*

I am very pleased to be here and to have this opportunity to share in the latter part of this conference. I am very interested in what we can do to help serve the adult learner. I have just joined American College Testing as their new director of adult and continuing education services and am very excited about the many challenges that exist in the whole adult education population area, particularly in the continuing noncredit aspect of the programs we are now offering. I feel that there is a strong need to have available to the adult learner a commonly accepted way of recording noncredit courses. As we move closer to the end of the century, I believe there will be a greater demand for good recording of the various educational experiences people have; and I think those who have been responsible for developing the CEU have been very insightful. They have been able to perceive and set the groundwork for meeting the growing need for recording these courses. I might add, as a kind of commercial, that the second part of this is the ACT program for which I am currently responsible--the national registry for continuing education.

This program provides a computerized record keeping system which allows institutions, if they are so inclined, to have a good

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*Director, Adult and Continuing Education Services, The American College Testing Program, Iowa City, Iowa.

way of recording continuing education units and courses. The main value I can see of this type of service we are responsible for at American College Testing is to give persons in our mobile society a chance to have a centralized record of all their continuing education experiences. This, I think, completes the circle of the continuing education noncredit needs of some adult learners. We have many tools and services now available to meet these needs, but I believe there is a lot more that must be done. There are many challenges ahead of us.

CONTINUING EDUCATION: PROSPECTS AND CHOICES--A SUMMARY

Marvin Bressler*

One of the great advantages of speaking last and summarizing a session is that you have the opportunity to summarize things that were not said as well as things that were said. You also have an opportunity to combine what one hopes is a responsible effort to really describe the concerns here and to speak somewhat evangelically about the possibilities of the future. Prior to doing that, however, I would like to go through the mandatory ritual which ends every conference. I would like to express our thanks for the warm hospitality that has been extended to us by Memphis State University and by the Council. This may be my last uncontroversial statement.

I would now like to place our proceedings in a somewhat broader context than has thus far been presented and to do so for reasons I hope will be obvious to you by the end of my formulations. This requires, among other things, some more general discussion about the functions of not only continuing education in the United States, but of education in general. I come to this session after having just been at our own graduation, which I always find to be a charming ritual. It has a certain religious quality. It is our high mass. Priests are becomingly dressed in black, performing magical incantations. And,

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*Chairman, Department of Sociology, Princeton University, Princeton, New Jersey.

on a single lovely spring morning we achieve what we have failed to do in the previous four years, we declare them educated. I sit on the stage surveying the scene, forgiving everybody in sight. We have gone through a year together, and I place my silent benedictions upon them. I have a mixed feeling of terror and tenderness for the students, with great hopes that whatever gods there be will give them the strength to endure what they must endure. And you ponder the great miracle. Here they are; they are 22 years old, the sap is flowing, they have just been adolescents, and we have now delcared them wise. It is miraculous.

And, interestingly enough until very recently, that perception of what constituted education was commonly followed in the United States because, in fact, we wanted so desperately to believe it; because there is a quasi-religious and sacred component in education. The Russian novelist Tolstoy, once asked to define the meaning of God, said, "God is the name of my desire." By which he meant that to all those things which he held good--luck and abundance, decent relationships among people, and all the full potential of human beings--he gave the name "God." At the secular level in the United States we tend to do that with the term education. Like every other fate, it has until recently been insulated from failure, so that every failure was a confirmation of its glory somehow in the form of religion, too. Just as sin is a confirmation of God's will, just so failure was a confirmation of the joys of education. For instance, courses in marriage and the family in the United States were introduced to deal with the issue

of a rising divorce rate. However, the divorce rate continued to rise. One would think that under these circumstances people would make the reasonable inference that courses in marriage and the family have nothing to do with divorce. Not, however, if you have faith. If you have faith, you would assume that once a course has failed, why not have two. As the divorce rate continues to rise, we introduce institutes; if the divorce rate takes the current form, we convert whole universities into marital institutions because there is deeply involved in the American psyche the notion that education has a transcendental function.

At the same time, we do not totally dissolve sentimentality. From the beginning of our history there have been three or four functions that have been assigned to education, one of which is economic. We have depended on education to provide the skills which produce treasure and bounty. A University of Chicago economist, E. W. Schultz, has made a career of demonstrating that increasing economic growth in American society has been more a function of the rise in the education of the labor force than it has been one of capital investment. We may be sentimental about education, but from the beginning of our history we have not been so overcome by sentimentality as not to recognize its cash value.

A second function of education is that we have depended upon it to provide for democratic stability. One of the great mysteries and one of the charming aspects of American life is that there has never been a strong Marxist movement. If you ask why there hasn't

been a strong Marxist movement, the answer is that it has been partly because the oppressors have been less inclined to ban together against the so-called oppressed than to join them. The way you join them is to go to school and subject yourself to all the indignities; if God is good, you get a credential and with that credential as one of the many means of sociability in the United States, you are able to join that group against whom you would otherwise feel antagonistic. That factor provides for the degree of stability we have in a society. One thinks about education then as partially pragmatic. People endure anything for education. When I think of my own elementary educational career--and one thinks back about it with some degree of nostalgia at least in June amidst this lovely setting—I remember it as mostly a series of exercises where I demonstrated that every country in the world exported Judian hemp to every other country in the world. That was my major learning experience. I also learned to worry about some things called scurvy, pellagra, and berry-berry. Later on what I managed to do, and what gives education in general its peculiar form and power as an economic device, was to endure unendurable boredom because people threatened that I would not graduate. Ultimately, I have gotten my revenge; I now inflict it on others. But out of this process comes a kind of formal mechanism by which it is possible for people originally lacking social class credentials--originally from modest origins—to move up the social class ladder. On the basis of that promise, we are able to maintain a certain degree of democratic stability.

A third function assigned to education is that we have ordinarily relied on it to provide for (one hesitates to even use the

term in the current climate) moral indoctrination. Do not make any mistake; it is impossible to have any educational program without some moral instruction going on whether or not you intend it. Again, think of the tests. We have distinguished representatives here from the two major giants, ACT and ETS. They have maintained a certain degree of decorum, and we hope that lasts to the end of the conference. Built into those presumably neutral tests are moral principles of the kind that cannot be avoided. Again, one thinks back to one's youth. The lessons you are taught are both of competition and a kind of desperate agrarian virtue. We are always involved in figuring out how many bushels of wheat Willie would collect in comparison to Jackie if each got fifty cents an hour and worked X number of hours. Now it is possible, even in the neutral subject of arithmetic, to have problems which read that Willie's father is on strike against General Motors, which is an imperalistic, monopolistic concern. They are grossly underpaid; but if he receives a fair wage increase, his taxes would go up, etc. So, we engage in explicit moral indoctrination, and we engage in implicit moral indoctrination whether we wish to do so or not.

Finally, we make the big contribution of education from a social point of view--we provide for the socialization of otherwise untutored savages. We take children and tell them the way society works, or we induct them into the peculiar rites of American society (how to lie to hostesses, how to shake hands, when to remain silent--that whole set of talents, manners, customs, traditions) which constitute our culture.

There is not unanimity now in the sense that there once was about the benefits of education. The innocent faith. The notion that education was doing what it was supposed to do is not now as prominent as it once was in the annals of American educational history. There is a whole recent line of development which purports to demonstrate that education does nothing. If you look at the major thrusts of the argument by Coleman and Jenks, and others who have been writing on this subject, what they are saying is that the formal education system adds very little to what could have been predicted from knowledge of the social characteristics of the people involved. Putting it simply, suppose Lawrence Rockefeller attended Princeton University, an institution about which I know something, had the advantage of our world famous faculty, and then somehow eeked out a living. There is nothing to prevent me from assuming it was something that Princeton did that helped him. But I think he probably would have made his own way even without a course in diplomatic history. We are able, it is said by many people, to make better predictions from knowledge of the social characteristics of the people involved than by the particular regimen of educational experiences that people have. I must tell you that I do not believe in this body of research. I have contributed to it; in some cases I have arrived at similar conclusions; but I do not believe it, nor, judging from the behavior of most of the participants who have contributed to this research, do they. I would urge you to watch the behavior of the researchers in this area rather than the product of their research.

There remains a degree of faith in the educational system that must be met. In response to that degree of faith, we have developed

five or six different models of collegiate education which, each in its own way, reflect that faith.

The first model is what might be called the academic monastery. It's a view of education, which says in common with Robert Hutchins of St. Johns in Maryland, that we think of professors as being in a deluxe monastery, walking in virgin fields, surrounded by disciples, thinking about the great thoughts of history--alienation and freedom--surrounded by people who wish to converse with the giants, uncontaminated by any pragmatic concerns. There is such an ideal. It is professed by some universities. It is honored in the breach rather than in the observance, but it continues to be one of the motivating models of the contemporary collegiate scene.

The second model is a rather no-nonsense one. It says--work. We go to school to learn certain vocational skills. We may jolly it up a little bit with a course of Aristotle, but the truth of the matter is that we are there to become accountants or dentists or teachers. The collegiate structure exists to prepare people for these purposes.

A third model proposed, not existing in most places, is the model of social reform. This model was spoken at much more during the 60's than now. Then it was suggested that the function of a college or university was to provide a kind of home base from which we could send students out into the world to do good. I must say that most of them have recovered. During that peiod I suggested a novel program which had practically no support. It was too innovative and exciting. I suggested a program called Semester on Campus in which we would

listen to lectures, go to the library, take examinations, etc. That seemed heretical. Those kind of courses, however, have been restored.

A fourth model of education is the model of utopia. It says, "Let's assemble a lot of young people, let them do their own thing and try to find themselves," on the mistaken assumption that they will find the quest happy. There is a kind of determined optimism in the American character which says, "If only I knew myself, I would find myself lovely." This was accompanied during the 60's by an almost total absence of contact with the English language. Students used to come to see me and tell me they had just heard a concert. I would say, "Was it a good concert?" They would say, "Well it was, I mean, man you should have been there." This is a general elevation of feeling over thought, or the notion that the purpose of education is to find the reservoir of goodness, importance, and transcendental meaning in the process of education. This is the consumer notion of education which denies that an educational institution should specify any particular model of what it does. After all, if you go to a concert of the New York Philharmonic to listen to Beethoven's Ninth, you don't have to demonstrate that you understand music, or that you were moved by the symphony, or that you have the endurance to sit through the last movement, or that you are exalted by it. All you have to do is show that you want to go to the concert. The argument is that that's a reasonable model for education. A university or college could be assumed to be something of an extension of its library. Whatever everybody wants, that's what we give them. The issue of what constitutes an education is not to be determined by scholars and sages, but rather by people who, knowing their

wants and needs, vote with their feet. They come to courses or they do not, and it is on that basis that we know whether courses are relevant.

Finally, we have a notion of education as experience. The argument is that, after all, there are many routes to understanding things. I sometimes think in my gloomier moments that if one of my students falls in love, he might conceivably learn more from that experience than from even my most brilliant discourse. There are many routes to knowing things. There are many paths to God's heaven, and that man must necessarily get there is by virtue of the standard array of orthodox procedures that we have developed over the years. There is no more poverty-stricken pedagogy that you can imagine than the average pedagogy of the American college or university. Our full repertoire of pedagogical techniques is such that we lecture to large classes; we have discussions with small classes; we pamper students of the sciences and laboratories. There must be more said of education than mere schooling. Formal schooling is a small part of education, and part of this outer world ought to be brought within the schoolhouse doors.

Now it is inevitable that when we became concerned with continuing education, these general models of education should have formed the context of the debate. We aren't sure really, and the debates go on and will continue to go on. One of the most predictable things, in an otherwise unpredictable world, is that no educational problem ever gets resolved. Debates will continue to go on and continuing education will emphasize one or another of these various models. There is no quarrel, I would think, now about the importance of extending education in some

form beyond the collegiate years or beyond the high school years. There can no quarrel in a world of accelerated rates of social change--in a world of rapid career shifts--in a world of obsolescence in professions. Fortunately, a university setting is a setting for continuous renewal. There are occupations where that's not the case. Obviously, I do not think at this late date that it is necessary to defend the ideal of continuing education itself. But what form shall it take? What shall it be? Shall it be the monastery? Shall it be social reform? Shall it be utopia? Shall it be experience? Shall it be any of our available models that we borrowed, perhaps uncritically, from the wider range of universities and colleges and the wider history of American education? I think the answer to that in a characteristic American way is that we have got to do all of them. One of the charms of American philosophy is that it raises indecision into a philosophy. The beauty of American philosophy is that it never, in fact, tries to solve problems once and for all. It acknowledges the enormous diversity of our population. In a world where people have quite different capacities, and in a society in which its constituent elements have quite different goals, it is difficult to think that one can muster sufficient ingenuity to develop a single monolithic system by which we say that such-and-such constitutes good education, and such-and-such, bad. It was something of this spirit that animated the CEU. For isn't the CEU a kind of interesting and appealing democratic element? It specifies that X amount of time has to be spent under reputable auspices; reputable defined as responsible and qualified

and all the other virtue words in that policy statement. Beyond that it says nothing. Its basic assumption is exposure to education under a wide variety of auspices and with a wide variety of purposes. The issue which has brought this group together is whether or not this unit needs now to be amplified, expanded and modified, and whether, as it now stands, it can contain that whole series of models on which continuing education rests.

Now I do not believe, despite the fact that it has been reaffirmed many times in this conference, that the CEU is not a quality unit. It is surely to some degree a quality unit. It is more than zero. It rests on the assumption that if we are talked at systematically by responsible and reputable people for a period of time, and if we exchange views, some benefits are to be derived. If that was not the belief, there would be no point in doing it at all. It is to that degree a quality unit, and it is to that degree a claim on our compassion, our concern, and our approval. The issue is not really whether the CEU is a quality unit. It is, of course, a quality unit. The question arises whether it is sufficiently a quality unit. The question is not how do we build quality into the CEU, but rather, how do we improve the quality of the CEU, if that is desirable, and that is part of a question of intrinsic importance to that issue. It is partially a question of cosmetics. That is to say, we wish it to be not only a quality unit, but we wish it to be perceived that way. The issue of perception is not minor. I am reminded of two National League umpires; the most majestical Bill Clem, who used to say, "I

don't call 'em as I see them; I call them as they are." And there was Charlie Moran who said, "They may be balls, they may be strikes; they ain't nothing until I call 'em." What we are concerned with is not what is it, really, but how will it be interpreted. The big issue that has run through the conference in numerous ways with different kinds of language is whether or not, in addition to a time component, it is important to add an achievement component. That sometimes has been called competency testing; it has sometimes been called performance norms; it has sometimes been called outcomes; it has sometimes been called goals. The issue is, is time enough, is exposure enough, or do we also want to say that such-and-such was learned. This issue, in turn, cannot be discussed outside of the interests of the several constituencies that might be using such devices. These constituencies include the society-at-large which has a crucial stake in our collective welfare. It includes educational institutions and corporations which engage in education, and it includes the individual himself. The term continuing education disguises the fact that these three constituencies have really quite different interests. Now let us take as an example the interests of society in making it possible for medical people to maintain all their skills and talents. I must tell you that when I go to a hospital, I am really not much concerned about the surgeon's immortal soul. I am concerned about his welfare, but I have my anxiety with respect to his welfare under control. My anxiety with my welfare, however, is really quite strong. Under these circumstances it is not a question of whether he likes to take such

courses, but rather, that he must take such courses or have such experiences for my sake, not his. This afternoon, I'm taking off on an airplane. While I hope that the pilot is happy in his job and that his morale is high and so on, all things considered, I would like his competence certified, preferably with performance norms. I don't want him to read novels about how to land airplanes. All things considered, I would like for him to land that airplane, get it in the air and keep it in the air. There is a collective interest that we have in his competence. On that basis mere assertion that time has been served is not satisfactory.

There is a second kind of interest that is reflected by society and by our respective institutions. Let it be said that most American colleges and universities did not discover continuing education--did not discover it at all--until we ran out of 18-year-olds. We became sentimental about lifetime learning precisely when it became clear that our economic interests were involved. I am led to the pessimistic conclusion that economy always follows philosophy. The capacity of American faculties to raise their own self interests into principles is unrivaled. There is no obligation on the part of any public out there to help us solve our economic problems. It is true that, given the disappearance of the 18-year-olds, we have two situations. We can go backwards to the fetuses or move forward. We have decided to go forward only under conditions where the potential users of our services can benefit. We would like, from the purely economic point of view, to give courses--to certify courses. We are prepared.

It is here that we reach the question of performance norms versus other kinds of norms. It is a perfectly valid thing for a college or university to certify performance. It is also a perfectly valid thing for a college or university to certify teaching. It has an obligation to do neither except insofar as it meets low grade admissions. Now that is the problem of the individual. Individuals do not go to take continuing education in order to satisfy the interests of industry or the interests of institutions, but rather to further their own interests. Prior to our meeting here, I was coming down the elevator, and there was a young woman who was carrying one of these packets. It read "The Challenges of the Future," and the challenge that she was facing was that as a member of the Maybelline Company, she was trying to increase the sales of mascara. She was asked to attend continuing education classes in order to learn how to use the computer and to understand marketing techniques. That's a nice thing. It is a good thing for companies to invest in human resources, as we say, humanistically. The purpose is profit maximization--neither more nor less. Although that is a desirable thing, it is really quite different than walking in the Elysian fields thinking profound thoughts. A different set of certification and learning devices and incentives must be introduced under this circumstances. We have, in fact, thus far succeeded primarily on the basis of a time dimension. The time dimension has served satisfactorily for some purposes and not others. I would suggest that we ought to consider again in the characteristic American way.

We have argued as to what shall be the measuring units for these differences. You can imagine a measuring unit which both records

the time that has occurred and to which the student has been exposed, and includes that he has achieved something. That is one possibility. I would say that that is the best, because I myself believe that some sort of collective experience is indispensable to the educational process. There is a second kind of certification that we might make in which we do not assert that time has been spent, but only that a person has learned Skill A, Skill B, Skill C, etc. There is a third certification, and that is the CEU, which says we have exposed him to X number of hours under reputable sponsorship. I do not see why we couldn't authorize all these three. Now above and beyond this, I do believe that possibly, and I say this with respect and deference and I hope I will not be misunderstood, in the whole array of concerns about continuing education, the particular way that we certify it--whether we simply teach or certify, or teach and certify, or only certify--is among the lesser problems in the total range of continuing education. As I think of what was said in the halls and what was said in the workshops that I attended and what was said during the preliminary sessions, I do believe now that the CEU, having performed the remarkable function of standardization and stimulation and so on, can no longer be the center of preoccupation of conferences such as this, no matter how important it is in a purely technical sense. A group such as this, and a council having this sort of experience and having wrestled with the problems, ought now to think of themselves not only as people concerned with how we advertise the wares, but rather as people addressing the more fundamental questions of how to deal with

continuing education. These are many. There are obviously questions of research. We have so little. The kinds of discussions we have here have been remarkably unguided by confirmed and empirical results. We know very little about how you teach adults. Almost all our adult learning theory which doesn't work, also doesn't work with children. We know very, very little about how to stimulate participation between various groups so that the needs of the provider coincide in some fashion with the needs of the consumer. There is a wide variety of things that we don't know. Those things that are not pragmatically based seem to me to be crucial.

I do want to end with two thoughts. I think it is proper that when people come to a meeting such as this, that we concern ourselves calmly, analytically, and seriously with the array of problems with which we have dealt. I think that it is proper, but I think it is limited. I come to groups like this and think of education in the broadest possible sense. We are all faced now, I think, with a race between education and catastrophy. We are faced with very serious problems nationally--absolutely unparalleled problems. And the nature of the unparalleled problems comes from two sources; first, at the individual level. We now have reached some point, a kind of yearning for extraterrestrial meaning, a kind of sense that our lives don't add up. As Scott Fitzgerald said, "American lives don't have third acts." There's a sense that we are rich enough now and we know enough to think more about the possibilities of human existence, and it is reflected in foolish ways and in serious ways. It began with Bohemianism

in the early 20th century. People sat around adopting eccentric lifestyles on the grounds that they were writing the great American novel, or thinking about writing the great American novel, or knew somebody that was writing the great American novel. It went through the hippsters who wrote poetry. You know the one about if there was really a God, why would you need lightning rods on churches and so forth. Those were the beats. Then later came the hippies who made lifestyle itself into a virtue. As a kind of a stirring, we feel this in foolish ways in the more disreputable aspects of the human awareness movement. But the impulse is real enough. People's lives are not adding up. Work which used to be the redemption of human existence is, for increasing numbers of people not enough, especially when the work itself is not meaningful. I don't know myself how you spend a lifetime trying to persuade people to buy your mascara rather than other people's mascara. What do you tell your children? And there has got to therefore be some degree of something else, and what that something else is is a lifetime question. More fundamental, and as a sociologist, we have unparalleled problems concerning that which has rescued American society in the past; we have had unlimited resources. You can imagine a point where we cannot have the rate of economic growth that we have had in the past, and we cannot have it partially because we are running out of resources and partially because of the damage to the economic system. Those mechanisms which made people content so that we had unequalled shares of surpluses now no longer operate. We shall need all our moral resources to deal with that

problem. Nobody over 30 can hardly think of it, because the whole history of social thought has been a series of footnotes of who can best provide abundance. Liberals say they can, conservatists say they can, socialists say they can; the assumption is that abundance, ever increasing abundance, is a critical aspect of American life. No one has doubted, and now there may be periods of permanent scarcity. Look, we have insured everything else. We've insured our houses, and we've insured our automobiles, and we go to school in order to insure our jobs. It behooves us to insure the entire society. That, too, is a problem of continuing education. Unless we are involved in the total context of dealing with the multiple problems that confront us, the relatively smaller issues as to whether we shall have a single form of credential (and I know that's the wrong word) called the CEU or we shall have two or three in which we certify performance and no time, or in which we certify both performance and time, are relatively trivial. I conclude by saying that while I found this conference enormously stimulating and helpful, because evaluation and standardized devices for reporting experiences are helpful, they could not, over the long haul, supply sufficient nourishment for our concerns. As people dedicated to education in general and to continuing education specifically, it behooves us to ask people in the Council, whose expertise and commitment have brought us this far, to think even more widely to that array of concerns which, for the sake of all children and adults, must be solved in the educational process.